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ABSTRACT

This report presents the findings from a survey to determine the extent, causes, and import of Head Start employee mobility. The findings are based on data from 56 responding programs out of a sample of 70 selected from a population of 863 full-year Head Start programs listed in a 1971 Office of Economic Opportunities inventory. The study in its recommendations and findings tried to answer three broad questions: How much movement is there in terms of turnover and promotions?; What causal factors can be linked with the mobility patterns?; What amount of impact does turnover have upon Head Start Programs? The study was administered through the use of various questionnaires (Current Employee and Former Employee Questionnaires, Grantee Agency Project Data Questionnaire, and a Delegate Agency Project Data Questionnaire) and subsequent followup interviews. One-fourth of the document deals with the studies, findings, and recommendations, while one-half is devoted to four appendixes on glossary terms, questionnaires and study guides used, methodology used, a review of the literature concerning employee turnover, and detailed mobility rates for each Head Start organization. (BP)

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Retrospective Study of Employee Mobility in Head Start Programs

OFFICE OF CHILD DEVELOPMENT
DEPARTMENT OF HEALTH, EDUCATION,
AND WELFARE

Washington, D. C.

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May 18, 1973

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BOOZ • ALLEN PUBLIC ADMINISTRATION SERVICES, Inc.
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May 18, 1973

Mrs. Helen Howerton
Office of Child Development
Department of Health, Education, and Welfare
Room 5044
400 Sixth Street, S.W.
Washington, D. C. 20024

Dear Mrs. Howerton:

We are pleased to submit this Draft Final Report on a Retrospective Study of Employee Mobility in Head Start programs. Submission of this report is in accordance with the requirements of our contract with the Office of Child Development.

This report presents our findings and recommendations based on data obtained during the Retrospective Phase of this contract. It is organized in six chapters and five appendixes:

- Chapter I--Presents an overview of the purpose, scope and methodology of the study.
- Chapter II--Summarizes the findings, conclusions, and recommendations.
- Chapter III--Describes the extent of mobility in the sample programs.
- Chapter IV--Describes the causes of mobility.
- Chapter V--Discusses the impacts of mobility on Head Start programs.

- Chapter VI--Presents recommendations for improving Head Start policies which relate to employee mobility and morale.

- Appendix A--Contains a glossary of terms used in this report.

- Appendix B--Contains the questionnaires and interview guides used in the study.

- Appendix C--Discusses in detail the methodology employed in the study.

- Appendix D--Contains a review of literature concerning employee turnover in other organizations.

- Appendix E--Contains detailed mobility rates for each Head Start organization which provided mobility data.

The findings concerning the impact of mobility necessitate word of caution. Our technique involved measuring the extent to which Head Start Directors perceive an impact from mobility. Whether their perceptions mirror the actual effects upon the children in the classroom is a judgment which we have not been in a position to make.

The scope of this study has required the assistance and cooperation of many people to assist in providing data for us to analyze. We appreciate the efforts put forth by Head Start Agency directors and employees in preparing their responses. Thanks are also due to OCD personnel, both in Washington and in regional offices, for the assistance they have provided in this study.

Very truly yours,

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I. INTRODUCTION

This report presents the findings from a survey to determine the extent, causes and impact of Head Start employee mobility. The findings are based on data from 56 responding programs out of a sample of 70 programs which were chosen for this study.

This report is organized in six chapters and five appendixes:

- Chapter I, Introduction
- Chapter II, Executive Summary
- Chapter III, Extent
- Chapter IV, Causes
- Chapter V, Impact
- Chapter VI, Recommendations
- Appendix A, Glossary
- Appendix B, Questionnaires and Interview Guides
- Appendix C, Methodology
- Appendix D, Literature Search
- Appendix E, Detailed Mobility Rates

This chapter addresses the background of the data collection effort. The chapter is divided into three sections:

- Purpose of the Study
- Scope of the Study
- Overview of the Methodology

A more detailed discussion of the Methodology is included in Appendix C, Volume II.

1. PURPOSE OF THE STUDY

Individual Head Start programs are frequently caught in a potential conflict between the two basic objectives of the total project: meeting the needs of economically disadvantaged preschool children; and offering an opportunity for residents to gain employment, training, advancement, and other features essential for the development of careers. To assist in resolving this potential conflict, this study addresses several broad questions:

- How much movement is there in terms of turnover and promotions?
- What causal factors can be linked with the mobility patterns?
- What amount of impact does turnover have upon Head Start programs?

Within these broad questions, there are a number of more specific areas to be probed. All are discussed in the next three chapters of this report.

2. SCOPE OF THE STUDY

The study is concerned with employee mobility in full-year Head Start programs. The Indian and migrant Head Start programs are specifically excluded from the scope, as are Parent-Child Centers. "Mobility," as used in this study, included promotions within the Head Start programs, movements between Head Start components, and movements outward from the programs into other organizations or to a state of unemployment. The time frame for the extent of mobility being studied extends from July 1, 1969, to December 31, 1972.

3. OVERVIEW OF THE METHODOLOGY

The methodology employed in this study consists of the selection of a stratified sample of programs, the development and administration of questionnaires to program administrators and current and former employees, the interviewing of program and HEW regional personnel, and the analysis of the data collected. This section provides an overview of the methodology. Additional details are included in Appendix C, Volume II.

(1) Seventy Programs Which Represent a Cross Section of Head Start Program Characteristics Were Selected

A sample of 70 programs was selected from a population of 863 full-year Head Start programs listed in a 1971 OEO inventory. In making the selection, the overall objective was to provide representation of a wide range of full-year programs on a random basis within minimum constraints of practicality for visiting the program sites. To achieve these objectives, a stratified sample was selected. The total sample consisted of four strata, each representing 25% of the total 1971 Head Start Federal funding. In the stratum containing the 14 largest Head Start programs, 10 programs were chosen selectively to include the maximum variation of characteristics in the sample set, e. g., only one of four Mississippi programs was selected in this stratum. In the other three strata, the programs were chosen on a completely random basis. The 70 sample programs, segmented by strata, are listed in Exhibit I, following this page.

Since the population was ranked in order of Federal funding and segmented by equal groups of Federal dollars prior to the drawing of the sample, the full range of Federal funding of the programs is clearly represented. In fact, the total sample represents over 30% of the Federal-dollar value of the program population. Furthermore, the 8% of the Head Start grantees surveyed in this study represent 27% of the paid staff and 25% of the children in Head Start full-year programs.

EXHIBIT I (1)

Office of Child Development
Department of Health, Education and Welfare

PROGRAM SAMPLE SELECTED FOR EMPLOYEE MOBILITY STUDY

SAMPLE A

Grantee	City	State	FY 1971 Federal Funds (000)
Agency for Child Development	New York	New York	$13,405
Chicago Committee	Chicago	Illinois	$ 8,934
Economic and Youth Opportunity	Los Angeles	California	$ 8,160
Mary Holmes Community Ed.	Jackson	Mississippi	$ 6,531
United Planning Organization	Washington	D. C.	$ 4,021
Economic Opportunity	Miami	Florida	$ 3,579
Seattle-King County Ec.	Seattle	Washington	$ 3,091
Harris County Community	Houston	Texas	$ 3,080
Act for Boston Community	Boston	Massachusetts	$ 2,527
United Community Corp.	Newark	New Jersey	$ 2,315

SAMPLE B

Grantee	City	State	FY 1971 Federal Funds (000)
Economic Opportunity Fdn	Kansas City	Kansas	$ 1,625
Denver Head Start	Denver	Colorado	$ 1,615
Montgomery Community	Montgomery	Alabama	$ 1,370
Community Service Organization	Jackson	Mississippi	$ 1,253
Community Rel. -Social Dev.	Milwaukee	Wisconsin	$ 1,190
Mid-Delta Education	Greenville	Mississippi	$ 1,157
Delta Area Economic Opp.	Portageville	Missouri	$ 1,123
Coahoma Opportunity	Clarksdale	Mississippi	$ 1,122
San Bernardino County	San Bernardino	California	$ 1,075
Mississippi Industrial College	Holly Springs	Mississippi	$ 1,050

EXHIBIT I (2)

SAMPLE B (Continued)

Grantee	City	State	FY 1971 Federal Funds (000)
Progress for Providence	Providence	Rhode Island	$ 992
Institute of Community Services	Holly Springs	Mississippi	$ 985
TRI-Parish Progress	Crowley	Louisiana	$ 953
CAAP of Greater Indianapolis	Indianapolis	Indiana	$ 928
Community Advancement	Baton Rouge	Louisiana	$ 908
Orange County Community	Santa Ana	California	$ 884
Southwest Mississippi	Woodville	Mississippi	$ 841
TRI-County Community	Laurinburg	North Carolina	$ 802
Economic Opportunity	Riverside	California	$ 802
Alabama Council	Auburn	Alabama	$ 751

SAMPLE C

Grantee	City	State	FY 1971 Federal Funds (000)
Atlantic Human Resources	Atlantic City	New Jersey	$ 640
Portland Metro. Steering Com.	Portland	Oregon	$ 611
Lift, Inc.	Tupelo	Mississippi	$ 561
ARVAC Inc.	Dardanelle	Arkansas	$ 547
Cameron Co. Comm. Rights	Brownsville	Texas	$ 540
ACTION Inc.	South Bend	Indiana	$ 468
East Missouri Community	Flat River	Missouri	$ 453
SCOPE	Dayton	Ohio	$ 444
Metropolitan Development	Tacoma	Washington	$ 429
Montgomery County Dept. Corp.	Rockville	Maryland	$ 406
Worcester Com. Action	Worcester	Massachusetts	$ 415
Shore Up Inc.	Salisbury	Maryland	$ 406
West Lake Cumberland	Columbia	Kentucky	$ 356
Experiment in Self-Reliance	Winston-Salem	North Carolina	$ 355
The Missouri Ozarks	Richland	Missouri	$ 308
Economic Improvement	Edenton	North Carolina	$ 289

EXHIBIT I (3)

SAMPLE C (Continued)

Grantee	City	State	FY 1971 Federal Funds (000)
Piedmont Community Action	Spartanburg	South Carolina	$ 278
Lowndes County Board	Haynesville	Alabama	$ 263
Lake County Community	Waukegan	Illinois	$ 253
Community Action	Rio Grande City	Texas	$ 253

SAMPLE D

Grantee	City	State	FY 1971 Federal Funds (000)
Sussex County CAA Inc.	Georgetown	Delaware	$ 246
Central Vermont CAC Inc.	Montpelier	Vermont	$ 245
Greater Lawrence Com. Act.	Lawrence	Massachusetts	$ 219
Muskegon-Oceana CAAP	Muskegon	Michigan	$ 202
York County Community Act.	Alfred	Maine	$ 135
Somerset Comm. Act.	Somerset	New Jersey	$ 126
Mercer County Econ. Opp.	Bluefield	West Virginia	$ 110
Comm. Improvement Council	Danville	Virginia	$ 95
Thompson School District	Loveland	Colorado	$ 77
Upper Ocmulgee Econ.	Jackson	Georgia	$ 68
Anderson County CAC	Clinton	Tennessee	$ 67
Delta Comm. Act. Fdn.	Duncan	Oklahoma	$ 61
I Care, Inc.	Statesville	N. Carolina	$ 60
Clackamas Co. Eco. Auth.	Oregon City	Oregon	$ 50
Scott County Rural Are.	Gate City	Virginia	$ 48
Cranston Community Act.	Cranston	Rhode Island	$ 42
Kno-Ho-Co Tri-County	Warsaw	Ohio	$ 42
Detroit School District	Detroit	Texas	$ 30
Garrett-Keyser-Butler Schl.	Garrett	Indiana	$ 15
Kountze Independent Schl.	Kountze	Texas	$ 10

(2) Questionnaires Were Administered to Current and Former Employees and Interviews Were Conducted

In order to ascertain characteristics, attitudes, and experiences of Head Start employees, we administered Current Employee and Former Employee Questionnaires. These and the other questionnaires are included in Appendix B of this volume.

The overall approach was to sample 25% of the total paid staff in the 70 programs through the use of the Current Employee Questionnaire and to interview all of the central staff at the grantee agency and one-third of the field staff. This meant that approximately 3,500 employees were to receive the questionnaire and 1,200 were to be interviewed.

Each of the 70 programs was asked to provide a list of individuals who left Head Start since July 1, 1970. This represented the sample of former employees who received questionnaires. An attempt was made to interview as many as possible of these former employees via telephone.

(3) Organizations Were Asked To Provide Data on the Extent of Mobility and Express Their View of Why Employees Leave Head Start

The information concerning the extent of mobility, both promotions and turnover, was collected from responses to the Grantee Agency Project Data Questionnaire and the Delegate Agency Project Data Questionnaire. Some grantee agencies do not themselves operate Head Start centers but rather delegate all of the center operations to others. In these cases a Grantee Agency Project Data Questionnaire was sent to the grantee agency if there were any Head Start-funded personnel at the grantee agency. Those grantee agencies which operated any centers were sent Delegate Agency Project Data Questionnaires.

These forms also provide categorizations of the director's judgments concerning turnover problems by job title and indications of the level of training and funding of the agency's program.

In order to provide a complete picture of why an individual left Head Start, the agencies were also asked to complete a Confirmation of Employee Departure and Reasons Form for each former employee who was identified to us.

* * * *

Subsequent chapters of this report detail our findings, conclusions, and recommendations.

II. EXECUTIVE SUMMARY

This chapter presents the highlights of our findings and recommendations. The chapter is organized into the following sections:

- Extent of Mobility
- Causes of Mobility
- Impact of Mobility
- Recommendations

Details concerning these topics are presented in the four chapters which follow this chapter.

1. EXTENT OF MOBILITY

Turnover rates in Head Start programs were much lower than anticipated at the initiation of this study, based on studies in similar occupations. This section discusses those rates, as well as promotion rates.

(1) Staffing Patterns Were Stable Among Components Over the Three-Year Period

- The percentage of employees in each Head Start component have remained almost constant during Program Years 1970-1972, indicating that no shifts in staffing patterns have occurred.

- The overall number of employees has risen by about 12% over the 3-year period. One factor contributing to this increase has been the funding of some new grantees and delegate agencies during the three-year period.

(2) Overall Turnover Rates for Head Start Programs Are Low

- The weighted total three-year average turnover rate is 13.4%.
- The highest turnover rate, 20.0%, is found in Stratum D (the smallest programs), and the lowest turnover rate, 8.1%, is found in Stratum B (the next-to-largest programs).
- Over a third of the programs had a three-year average turnover rate below 10%.
- The turnover rate of professional employees is higher than that of paraprofessionals.
    - Professionals--14.8%
    - Paraprofessionals--12.4%
- Turnover rates are low in all Head Start components. The highest are:
    - Social Services--15.7%
    - Health--15.6%

(3) There Were No Trends in the Direction of Turnover Rates Over the Three-Year Period

- A statistical analysis was applied to test the existence of turnover rate trends.
- Although turnover rates in each of the four strata increased from PY1970 to PY1972, the increases were not large enough to establish statistical trends.

(4) The Overall Promotion Rate Is About Half as Large as the Turnover Rate

- The weighted total three-year average promotion rate is 6.9% (which is 51% of the turnover rate).

- The two strata with the highest turnover rates have the lowest promotion rates, but the individual organizations with the highest turnover rates have higher promotion rates than the organizations with the lowest turnover rates. This apparent contradiction stems from the following contrasting forces which work upon mobility:

  - Moderately low promotion rates may cause resentment with resulting departures from Head Start, causing turnover rates to increase.

  - Very high turnover creates opportunities for more promotions and very low turnover impedes opportunities for promotions. The very low turnover case frequently continues because of poor labor market conditions

(5) Promotion Rates Show a Rising Trend Over the Three-Year Period

- Promotion rates show a statistically significant rising trend in every stratum except Stratum A, the largest programs.

- The existence of a trend in three strata suggests that the Career Development effort has had a positive impact on opportunities for upward mobility.

(6) Those Grantee Organizations Which Do Not Operate Head Start Centers Directly Show Higher Turnover Rates and Lower Promotion Rates for Head Start Than Other Organizations

- The average turnover rate for those grantee organizations which do not operate Head Start Centers directly is 42% higher than the overall average turnover rate.
- The average promotion rates for such organizations is 36% lower than the overall average promotion rate.
- Such organizations exhibit mobility rates similar to those of the Administrative Components of all programs.

2. CAUSES OF MOBILITY

There is a variety of reasons why employees leave Head Start.

Major reasons why employees leave voluntarily are because:

- A job becomes available with a higher salary or more opportunity for advancement.
- They are dissatisfied with policies or personal relationships in their Head Start organization.
- They have personal reasons, such as family responsibilities or moving from the area.

Despite the existence of these causes of turnover, it has been shown that relatively few employees actually leave Head Start. This immobility is caused primarily by:

- The scarcity of attractive alternative job opportunities
- A strong belief in Head Start concept
- The high degree of satisfaction from working with children

These reasons explain how Head Start is able to retain employees even though some employees report that their earnings have been reduced over time and though they have faced annual insecurity crises about whether their programs would be refunded or not.

Because individual delegate agency organizations within Head Start programs set the climate for employee satisfaction and because organizations can also be the instruments of policy change, we have examined causes of mobility by contrasting characteristics of the 15 highest mobility organizations with those of the 15 lowest mobility organizations. This section discusses those characteristics which showed a relationship to mobility at the highest levels of significance.

(1) Five Program Variables Predominate in Their Relationship to Turnover

- Budget cuts
  - High turnover organizations were more likely to have had a reduction in the Federal funding of personnel costs.
  - Most programs voiced budget problems, in the form of salaries, budget, or staff cuts.
- Extent of urbanization
  - Urban organizations have higher turnover than rural organizations.
  - The low turnover found in rural organizations is related to the lack of alternative job opportunities in the same fields.
  - Latent dissatisfaction in many programs probably would become transformed into turnover if adequate alternative job opportunities were to arise.
- Levels of promotion authority
  - The high turnover organizations had fewer levels of promotion authority than the low turnover organizations.
  - Turnover may have been related to this variable because employees felt more subjectively judged in those organizations with fewer levels of promotion authority.
- Dissatisfaction with co-workers
  - Feelings of unsatisfactory relationships among workers were expressed more often among current employees in high turnover organizations than in low turnover organizations.

- Such dissatisfaction, however, was not a major reason given by former employees when asked why they left Head Start.

- Volunteer/Staff ratios

  - High turnover organizations had a considerably higher ratio of volunteers to staff than low turnover organizations.

  - This relationship is probably more a function of the urban/rural variable than one of causality of turnover.

(2) Two Variables Predominate in Their Relationship to Promotion Rates

- Levels of authority for promotion approval

  - High promotion organizations had more levels of approval than low promotion organizations.

  - This seems to indicate that there is a relationship between the formality of the structure and the extent of upward mobility.

- Type of organization

  - Limited purpose organizations tended to have high promotion rates while school systems tended to have low promotion rates.

  - This situation seems to be related to the greater flexibility in Career Development plans in the limited purpose organizations.

3. IMPACT OF MOBILITY

Head Start Directors were asked to comment on the effects of turnover upon their program operation. This section discusses those effects.

(1) Turnover Causes Little Impact on the Quality of Programs

- Turnover does not interfere significantly with the objectives of the program.
- Turnover has more impact on individual components than on the whole program.
- Turnover in the supervisory and administrative positions has the most impact upon program operations.

(2) Turnover Is Not a Significant Cost

- Even in high turnover organizations, only a small portion of the director's time is expended in recruiting to fill vacated positions.
- Most employees can become fully effective in a new position in less than four months.
- Replacements can usually be found in less than two months.
- It usually costs $100 or less to find and train a replacement.
- Replacements usually spend no more than 40 hours in formal training for their new positions.

(3) Lack of Turnover Does Not Necessarily Eliminate the Possibility of Promotions

- Between the ranges of very high turnover and very low turnover organizations, the varying emphasis on Career Development seems to determine whether the lack of turnover forecloses the option of promoting employees or not.
- When mobility rates are combined for all programs within each stratum, an inverse relationship between turnover rates and promotion rates is found in Strata A, B, and D.

(4) Lack of Promotions Can Cause Resentment and Declining Initiative for Employees To Improve Their Capabilities

- A smaller percent of employees in low promotion organizations feel that there is a fair chance to advance than the percent in high promotion organizations.
- Employees in high promotion organizations are more likely to have had more supplementary training than those in low promotion organizations.

(5) Head Start Served as a Springboard for About Thirty Percent of the Employees Who Left

- Approximately 55% of former Head Start employees are now employed.
- Of those who are employed , about 55% work in positions similar to their former positions in Head Start. These individuals constitute about 30% of the total number of former employees responding.

4. RECOMMENDATIONS

The following recommendations are directed toward (1) facilitating the work of Head Start directors and other supervisory personnel to reduce turnover in those key positions, (2) improving employee morale, and (3) improving upward mobility rates.

- The process of grant renewal should be simplified and expedited to minimize the annual refunding insecurity crisis.
- The role of the community representative should be expanded to enable the programs to have more frequent direct access to and assistance from HEW.
    - Their number should be expanded so that each representative can give adequate attention to all of his programs.
    - Their responsibilities should be increased to include a major role in evaluating and improving program operations.
    - They should be provided with training for their expanded roles.
- An effort should be launched to improve communications of Head Start policies to the programs and a procedure should be developed to sample program reaction to proposed policy changes prior to their adoption.
- More flexibility should be introduced into the program budgets.
- Funds should be sought to enable programs to give cost-of-living increases.

- Communications should be improved within Head Start programs.
  - Program directors and key supervisors should be trained in administration.
  - A study should be undertaken to test the feasibility of directly funding delegate agencies in some of the largest Head Start programs and of eliminating their grantees as intermediaries.
- Employees in components other than education should be given a greater feeling of being part of the entire Head Start effort.
  - Directors should clarify the importance of all components functioning together.
  - Cross-component training should be made available.
- Nontechnical reports concerning successful Career Development programs should be distributed to all programs.
- Rewards should be given to employees for improving their educations and skills.
- Certain entry-level positions need a clearer avenue of advancement.
  - Health aides should have more opportunities to advance their capabilities and responsibilities.
  - Bus driver/custodians should have a clearer avenue to other components as a reward for performance.

* * * *

In summary, there is low employee mobility in Head Start programs and the low mobility rates cause little impact upon Head Start operations. The greatest impact noted was in key administrative and supervisory positions. Turnover is primarily related to budgetary constraints, which in some cases causes staff to be terminated, and to the urban/rural factor (labor market characteristic). Both turnover and promotion rates are related to the formality of the promotion system. Although turnover is low, there exist many employee dissatisfactions which may affect program quality and which can be alleviated partially through the implementation of the recommendations in this report.

III. EXTENT OF MOBILITY

This chapter discusses the mobility patterns of employees in Head Start programs, based on a statistical analysis of the reported data. The analysis focuses on two general modes of employee mobility:

- Employee turnover
- Employee promotions within Head Start

This chapter is organized into the following sections:

- The measurement of mobility
- Overall staffing patterns
- Turnover rates by stratum
- Turnover rates by component
- Promotion rates by stratum
- Promotion rates by component
- Relationships between turnover rates and promotion rates
- Turnover and promotion rates in indirect provider organizations

1. THE MEASUREMENT OF MOBILITY

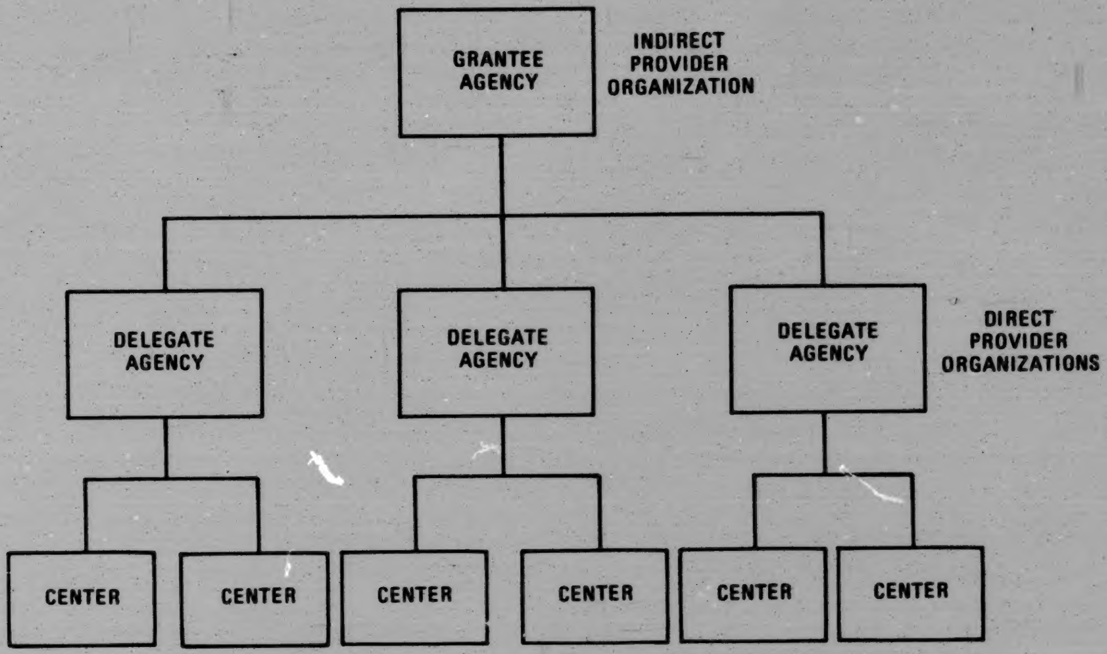
This section discusses the analytical approach and the statistical techniques used to determine the extent of mobility observed in the study.

(1) The Extent of Employee Mobility Is Analyzed On a "Program" Basis, Causes and Impacts of Mobility Are Analyzed for "Organizations" Within Programs

- In this report, a distinction is drawn between "Program" and "Organization:"
  - "Program" refers to the Head Start staff and activities of a grantee agency and of its associated delegate agencies
  - "Organization" refers to any one of the entities involved in a particular Head Start program, e.g.:
    - A grantee agency Head Start staff
    - A delegate agency Head Start staff
  - In two instances, "program" and "organization" become interchangeable:
    - When a program has no delegate agencies, e.g., Atlantic City, N. J.
    - When a program has no Head Start personnel in the grantee agency and it has only one delegate agency, e.g., Providence, R. I.
- Data relating to the extent of mobility are reported on a program basis because program data must be assembled in order to project mobility for the entire Head Start population

- Data relating to causes and impact of mobility are reported on an organization basis, because:
  - Organizational characteristics and extent of mobility vary among delegate agencies within a given program
  - Organizational characteristics are a major determinant of mobility
- A distinction is also drawn between "direct provider" organizations and "indirect provider" organizations. Exhibit II, following this page, shows the different possible relationships between grantees and Head Start centers, exemplified by hypothetical programs A, B, and C.
  - A "direct provider" has direct responsibility for operating one or more Head Start centers:
    - Both grantee agencies and delegate agencies can be direct providers (Programs B and C)
    - If a grantee agency operates any centers, even if there are delegate agencies also operating centers in the same program, the grantee is a direct provider (Program B)
  - An "indirect provider" is a grantee agency which monitors and coordinates the operations of delegate agencies, but which does not directly operate Head Start centers itself (Program A)
    - Mobility rates for seven indirect providers are reported in Section 7 of this chapter
    - Data from these indirect providers are not used in Chapter III to identify causes of mobility because they are fundamentally different in function from the large sample of direct providers.

PROGRAM A


GRANTEE AGENCY
INDIRECT PROVIDER ORGANIZATION
DELEGATE AGENCY
DELEGATE AGENCY
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DIRECT PROVIDER ORGANIZATIONS
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PROGRAM C

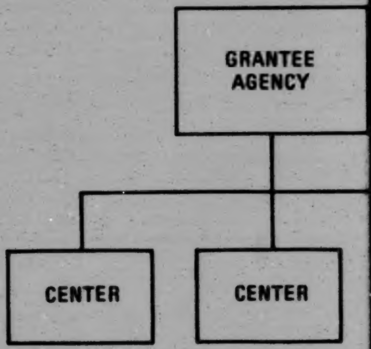
GRANTEE AGENCY
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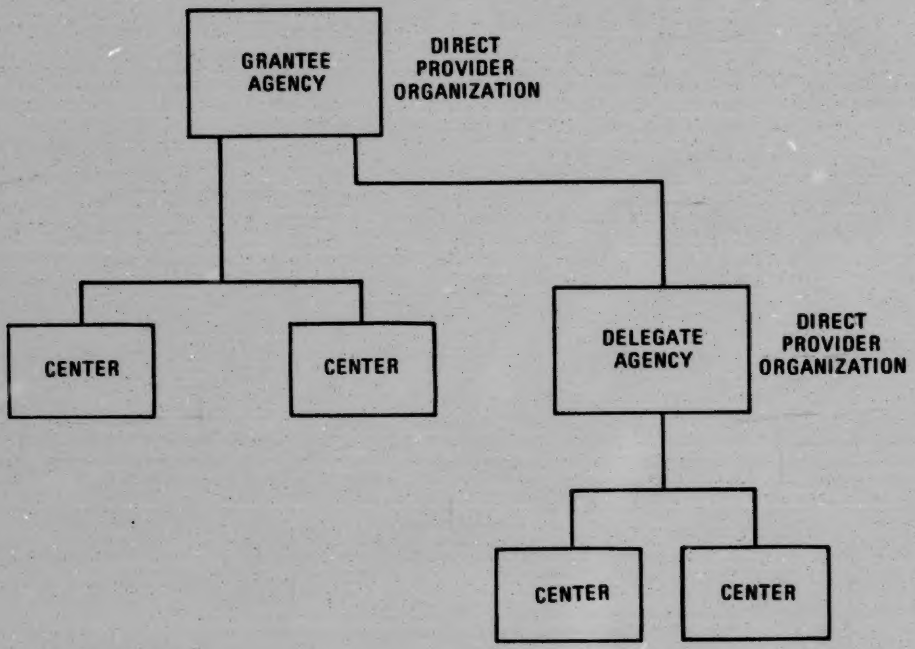
EXHIBIT II

Office of Child Development
Department of Health, Education, and Welfare

RELATIONSHIPS BETWEEN DIRECT AND INDIRECT PROVIDER ORGANIZATIONS

PROGRAM B


GRANTEE AGENCY
DIRECT PROVIDER ORGANIZATION
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DIRECT PROVIDER ORGANIZATION
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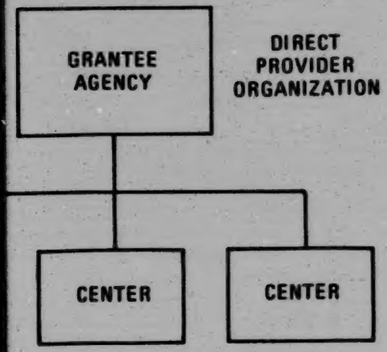
PROGRAM C


GRANTEE AGENCY
DIRECT PROVIDER ORGANIZATION
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(2) The Data Reported in This Chapter Represent Mobility in 56 Head Start Programs for a Stratified Sample

- The reported programs are representative of a stratified cross section of Head Start programs:
  - The distribution by region of the programs reported are compared with that of the total population of Head Start programs (1971 Office of Economic Opportunity data) in Exhibit III, following this page.
  - The reported programs represent approximately 6.5% of the total population of programs.
  - The programs reported include representation of two or more strata in every region.
- The data for the 56 programs are derived from data accumulated from 144 Head Start organizations, including both grantee and delegate agencies.
- Details regarding the use of stratifying techniques in sample selection are presented in Appendix C, Methodology.

(3) Data From Programs in Which Not All Delegate Agencies Were Sampled Were Adjusted to Represent the Total Staff Sizes of These Programs

- In some cases, data were accumulated from less than 100% of the delegate agencies in a program:
  - The selection of the sampled delegate agencies is discussed in Appendix C.
  - These data were expanded to represent the total employees in the programs.
  - The adjustments were necessary in order to make all programs statistically comparable.

EXHIBIT III

Office of Child Development
Department of Health, Education, and Welfare

HEAD START PROGRAMS BY REGION

All Head Start Programs

	STRATUM				
Region	A	B	C	D	Total
I	1	2	9	54	66
II	2	4	11	51	68
III	1	5	22	61	89
IV	4	24	55	100	183
V	3	6	18	108	135
VI	1	14	27	90	132
VII	0	4	13	39	56
VIII	0	1	4	38	43
IX	1	8	17	27	53
X	1	0	6	31	38
Total	14	68	182	599	863

Reported Sample Programs

	STRATUM				
Region	A	B	C	D	Total
I	-	1	1	3	5
II	2	-	1	-	3
III	1	-	2	4	7
IV	1	8	5	3	17
V	1	2	1	3	7
VI	-	1	-	2	3
VII	-	2	2	-	4
VIII	-	1	-	1	2
IX	1	3	-	-	4
X	1	-	2	1	4
Total	7	18	14	17	56

- The adjustments were made by using program weighting factors:
  - The weighting factor for a program was calculated by dividing the total reported number of employees in the program in PY 71 by the number of employees for which PY 71 mobility data were reported. (PY 71 employee data were more suitable for consistency since a few programs did not report total staff size for PY 72.)
  - All staff positions and mobility data in a program were multiplied by the program's weighting factor.
  - The use of program weighting factors allows each program to be represented by its actual number of total employees without changing the reported mobility rates.
  - Programs were adjusted in which the sum of employees reported on Project Data Questionnaires was less than the total employees reported for the program for 1971, due to our not having received all questionnaires.
  - The weighting factors used are shown in Exhibit IV, following this page.
- After program weighting factors were applied, staff position and mobility data from all programs in a given stratum were summed, giving the total mobility data for the stratum sample.

(4) Data in Each Stratum Were Adjusted To Represent the Total Employees in the Population Contained in the Stratum

- Stratified sampling is based on the principle that the sample programs in each stratum are a statistical representation of all programs in the stratum.

EXHIBIT IV

Office of Child Development
Department of Health, Education, and Welfare

PROGRAM WEIGHTING FACTORS

STRATUM A

UNITED COMMUNITY CORPORATION, NEWARK, N. J.	$\frac{311}{287}$	=	1.08
AGENCY FOR CHILD DEVELOPMENT, NEW YORK, N. Y.	$\frac{1205}{789}$	=	1.527
UNITED PLANNING ORGANIZATION, WASHINGTON, D. C.	$\frac{526}{100}$	=	5.26
CHICAGO COMMITTEE ON URBAN OPPORTUNITY, CHICAGO, ILL.	$\frac{720}{684}$	=	1.05
GREATER LOS ANGELES COMMUNITY ACTION (GLACA) LOS ANGELES, CALIF.	$\frac{1492}{1109}$	=	1.35
SEATTLE KING COUNTY ECONOMIC OPPORTUNITY BOARD, SEATTLE, WASH.	$\frac{478}{155}$	=	3.08

STRATUM B

ORANGE COUNTY COMMUNITY ACTION COUNCIL, SANTA ANA, CALIF.	$\frac{228}{49}$	=	4.65
ECONOMIC OPPORTUNITY BOARD, RIVERSIDE, CALIF.	$\frac{204}{55}$	=	3.71
SAN BERNARDINO COUNTY BOARD OF SUPERVISORS, SAN BERNARDINO, CALIF.	$\frac{371}{79}$	=	4.70

STRATUM C

MONTGOMERY COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT, ROCKVILLE, MD.	$\frac{125}{78}$	=	1.60

STRATUM D

ANDERSON COMMUNITY ACTION COUNCIL CLINTON, TENN.	$\frac{22}{8}$	=	2.75

- To make the data in a stratified sample statistically meaningful, the data in each stratum must be weighted so that the sample population becomes a statistical representation of the total population of all Head Start programs.

- The weighting adjustments were made by using stratum weighting factors:

  - Each stratum weighting factor was calculated by dividing the total number of programs in the stratum by the number of reported sample programs.

  - The total number of programs in each stratum was calculated from the 1971 data which were the bases of the sample selected. In a similar manner, weighting factors were calculated for programs within regions within strata.

  - All staff positions and mobility data in a stratum were multiplied by the stratum's weighting factor to give weighted total turnover and promotion rates for the stratum.

  - The stratum and region weighting factors used are shown in Exhibit V, following this page.

- The use of stratum weighting factors does not affect the mobility rates within each stratum since the weighting factors are applied to both numerators and denominators.

- After stratum weighting factors were applied, the weighted total numbers of staff positions and mobility data were summed for all four strata, giving the weighted total mobility rates for all programs.

EXHIBIT V

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTING FACTORS BY REGION

STRATUM REGION	A	B	C	D
I	–	$\frac{2}{1} = 2$	$\frac{9}{1} = 9$	$\frac{54}{3} = 18$
II	$\frac{2}{2} = 1$	–	$\frac{11}{1} = 11$	–
III	$\frac{1}{1} = 1$	–	$\frac{22}{2} = 11$	$\frac{61}{4} = 15.25$
IV	$\frac{4}{1} = 4$	$\frac{24}{8} = 3$	$\frac{55}{5} = 11$	$\frac{100}{3} = 33.33$
V	$\frac{3}{1} = 3$	$\frac{6}{2} = 3$	$\frac{18}{1} = 18$	$\frac{108}{3} = 36$
VI	–	$\frac{14}{1} = 14$	–	$\frac{90}{2} = 45$
VII	–	$\frac{4}{2} = 2$	$\frac{13}{2} = 6.5$	–
VIII	–	$\frac{1}{1} = 1$	–	$\frac{38}{1} = 38$
IX	$\frac{1}{1} = 1$	$\frac{8}{3} = 2.67$	–	–
X	$\frac{1}{1} = 1$	–	$\frac{6}{2} = 3$	$\frac{31}{1} = 31$
STRATUM WEIGHTING FACTORS	$\frac{14}{7} = 2$	$\frac{68}{18} = 3.78$	$\frac{182}{14} = 13$	$\frac{599}{17} = 35.24$

2. OVERALL STAFFING PATTERNS

This section discusses the overall mix of employees, or staffing patterns, among the various Head Start program components. Staffing patterns are presented for each of three program years. Weighted totals are given for each stratum and for the four strata combined.

(1) No Shifts in Staffing Patterns Were Observed in Any Component for the Three-Year Period

- The weighted total staffing patterns for all strata for PY 70, PY 71, and PY 72 are shown in Exhibit VI, following this page.
    - The education component is by far the largest, employing nearly 60% of Head Start personnel.
    - The overall number of employees has risen by about 12% over the 3-year period from 45,419 to 50,995.
    - The percentage of employees in each component has remained almost identical for the three years, indicating that no shifts in staffing patterns have occurred.
    - The low percentage of employees in the staff training component reflects the frequent use of outside contractors to provide training.

EXHIBIT VI

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED TOTAL STAFFING PATTERNS

	Component Percentages of Total Staff		
	PY 72	PY 71	PY 70
Education	59.5%	59.7%	59.7%
Health	4.6%	4.7%	4.4%
Social Services	8.2%	8.3%	8.1%
Parent Involvement	3.3%	3.6%	3.2%
Nutrition	10.1%	10.1%	10.4%
Staff Training	1.3%	1.2%	1.0%
Volunteers	1.8%	1.7%	1.7%
Administration	12.7%	12.1%	12.3%
Psychological	0.4%	0.4%	0.4%
Total Staff	50,995	49,270	45,419

NOTE: Percentages may add to more than 100% because an employee may hold more than one position at the same time.

(2) Analysis of Components Within Individual Strata Confirms the Overall Stability In Staffing Patterns

- The staffing patterns within each stratum for each of the three years are shown in Exhibit VII, following this page. (This exhibit provides a method of analyzing the differences in staffing patterns among programs of different sizes.)
  - Except for an increase of 1.7 percentage points in administrative employees in Stratum D (15.6% to 17.3%) no significant shifts in staffing patterns occurred in any component of any stratum.
  - Stratum D programs show the largest percentage of administrative personnel, possibly indicating economies of scale in this component among larger programs.
- The absence of observable shifts in staffing patterns appears to reflect the Head Start policy of the past few years for programs to continue operating at about the same funding levels.

3. OVERALL TURNOVER RATES BY STRATUM

This section presents the overall turnover rates which were found in the analysis of reported mobility data. Turnover rates are presented by stratum:

- For all employees
- For professional and paraprofessional employees
- By HEW administrative region

EXHIBIT VII

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED STAFFING PATTERNS BY STRATUM

	PERCENT DISTRIBUTION									TOTAL NUMBER
	EDUCATION	HEALTH	SOCIAL SERVICE	PARENT INVOLVEMENT	NUTRITION	STAFF TRAINING	VOLUNTEER	ADMINISTRATION	PSYCHOLOGICAL	TOTAL STAFF
PY 72										
STRATUM A	57.0%	5.6	11.0	4.1	11.7	2.4	1.4	10.5	0.6	12431
STRATUM B	60.7%	3.6	7.2	3.4	11.4	0.9	0.4	13.9	0.3	13281
STRATUM C	60.8%	3.9	7.8	2.6	8.6	1.1	3.1	9.8	0.3	13969
STRATUM D	59.1%	5.6	6.8	3.1	8.7	1.0	2.2	17.3	0.3	11312
PY 71										
STRATUM A	57.1%	5.4	10.8	3.7	12.0	2.4	1.4	10.0	0.6	11877
STRATUM B	61.1%	3.6	7.1	3.4	11.6	1.0	0.4	13.4	0.3	13076
STRATUM C	60.1%	4.1	8.1	3.4	7.5	0.7	3.1	9.8	0.4	13322
STRATUM D	60.1%	5.7	6.9	3.8	9.6	0.6	1.9	15.6	0.3	10994
PY 70										
STRATUM A	58.8%	5.0	10.2	3.6	12.2	1.5	1.6	9.7	0.7	11663
STRATUM B	61.3%	3.7	6.8	3.2	11.6	1.1	0.3	13.8	0.2	12754
STRATUM C	58.7%	4.0	8.4	2.9	7.5	0.9	3.0	10.4	0.2	11346
STRATUM D	59.6%	5.1	6.8	2.9	9.8	0.4	2.1	15.6	0.4	45419

Note: Percentages may add to more than 100% because an employee may hold more than one position at the same time

Section 4, below, presents turnover rates by component:

- A turnover rate for a given program year was determined from the Project Data Questionnaires as the total number of turnovers divided by the total number of staff positions for that program year.
  - Turnovers include losses due to resignation or termination and losses due to lateral transfers out of Head Start.
  - The three-year average turnover rate was calculated by dividing the total number of turnovers by the total number of staff positions for each of the three years.
  - The three-year average turnover rate is an annualized rate which may be described as the average yearly turnover rate observed during the three-year reporting period.
- Mobility data were reported for program years rather than for fiscal or calendar years because:
  - Programs usually maintain employee information in time periods that coincide with their annual funding cycles.
  - "Program Year" was a term familiar to all organizations.

(1) Overall Turnover Rates for Head Start Programs Are Low

- The weighted total turnover rates for each stratum and for all four strata combined are shown in Exhibit VIII, following this page.
- The weighted total three-year average turnover rate for all programs is 13.4%, representing 19,535 turnovers and 145,681 staff positions.

EXHIBIT VIII

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED TOTAL TURNOVER RATES BY STRATUM

	PY 72	PY 71	PY 70	3 yr Average
Stratum A				
Number of Staff	12,431	11,877	11,663	35,973
Turnover Rates	14.9%	15.5%	12.9%	14.4%
Stratum B				
Number of Staff	13,280	13,074	12,752	39,107
Turnover Rates	8.6%	8.4%	7.2%	8.1%
Stratum C				
Number of Staff	13,970	13,322	11,346	38,638
Turnover Rates	14.1%	11.6%	11.1%	12.4%
Stratum D				
Number of Staff	11,312	10,994	9,655	31,962
Turnover Rates	21.9%	20.9%	16.7%	20.0%
Weighted Total				
Number of Staff	50,994	49,269	45,418	145,681
Turnover Rates	14.6%	13.8%	11.7%	13.4%

NOTE: The total staff may not equal the sum of the strata staffs because of rounding.

- The total turnover rate for all strata is quite low:
  - At a turnover rate of 13.4% per year, the average program would take over 7 years to experience 100% employee turnover, as shown in Subsection 3 below.
  - The Literature Review (Appendix D) discusses turnover rates in similar types of organizations. In most cases turnover rates were higher in other organizations than in Head Start organizations.
- The highest turnover rates are found in Stratum D, the lowest in Stratum B:
  - An inverse relationship exists between stratum size and turnover, except in the very largest programs (Stratum A).
  - The causes of high and low turnover rates will be examined in detail in Chapter IV.
- Average turnover rates in each of the four strata have increased every year. The possible existence of a rising trend which can be confirmed statistically is addressed in Subsection 4 below.

(2) Over a Third of the Programs Had a Three-Year Average Turnover Rate Below 10%

- The 56 programs reported are grouped into 5 categories of 3-year average turnover in Exhibit IX, following this page.
- When programs are compared in groupings of 10% each, the largest percentage of programs are those having turnover rates between 0% and 10%.
- There are as many programs with turnover rates between 5% and 10% as with rates between 20% and 30%.

EXHIBIT IX

Office of Child Development
Department of Health, Education, and Welfare

TURNOVER RATE GROUPINGS

Turnover Rate Ranges	Percent of Programs With 3-Year Average Turnover Rates in the Range
0-5%	21.4%
5-10%	17.9%
10-20%	37.5%
20-30%	17.9%
Above 30%	5.4%

(Total Number of Programs: 56)

- There are 4 times as many programs with turnover rates between 0% and 5% as with rates above 30%.

(3) More Than 50% of Employees Sampled Have Been Working in Head Start Longer Than 3 Years

- The lengths of time in Head Start, as reported in Current Employee Questionnaires, are shown in Exhibit X, following this page.
    - 53.4% said they had been with Head Start longer than 3 years.
    - This high percentage of employees who have been with their programs for a substantial length of time reinforces the low turnover rates reported earlier.
    - The percentage also indicates that many programs are operating with a large core of employees who have been working together for a number of years.

(4) Turnover Rates in Each of the Four Strata Do Not Show Statistically Significant Trends Either Toward or Away From Greater Staff Stability

- A test was employed to analyze the realness and direction of the turnover rate trend for all programs within each stratum:
    - These analyses gave an error term for each year's turnover rate for each stratum as a whole.
    - The error term was based on the degree to which each program deviated from the average overall trend for its stratum.

EXHIBIT X

Office of Child Development
Department of Health, Education, and Welfare

LENGTH OF TIME EMPLOYEES HAVE BEEN WITH HEAD START

Number of Months With Head Start	Percent of Employees in the Range
0-6	11.1%
7-12	9.0%
13-24	11.8%
25-36	12.5%
37 or more	53.4%
No response	2.2%

(Total responses: 2,650)

  - These error terms provide a statistically possible range of values for each stratum's turnover rates for each year. (The larger the error term, the greater the range of possible values.)

  - The statistical rule for a rising turnover rate trend for a stratum is that the PY 72 rate must always exceed the PY 70 rate over the possible range of turnover rates. If any PY 72 rate was less than a PY 70 rate in the range, the possibility of a falling trend would exist.

  - The data were analyzed at the 80% confidence level:

    - This level was necessary because of the short time interval (3 years) for a trend to be detected.

    - At this level, one will wrongly assert that there is a trend, when in fact there is none, once out of five times.

- Summary results of the statistical analysis of turnover rate trends are shown in Exhibit XI, following this page:

  - In all strata, fewer than half the programs showed any statistically significant trends.

  - Although some programs in each stratum showed rising trends, five programs showed falling trends. (The names of the programs which showed statistically significant mobility rate trends are given in Appendix E.)

  - In no stratum was the observed trend strong enough to be considered statistically significant, even at the 80% confidence level.

EXHIBIT XI

Office of Child Development
Department of Health, Education, and Welfare

TRENDS IN TURNOVER RATES

Stratum	Total Number of Programs Analyzed	Number of Programs Showing Statistically Significant Trend at 80% Confidence Level			Expected Number Significant at 80% Confidence Level	Overall Trend for the Stratum at 80% Confidence Level*
			(rising)	(falling)		
A	7	2	(1)	(1)	1.4	No
B	18	8	(6)	(2)	3.6	No
C	14	2	(2)	(0)	2.8	No
D	17	7	(5)	(2)	3.4	No

---

*An overall rising trend exists for a stratum only if, over the range of possible turnover rates at the 80% confidence level, the average turnover rate for the stratum is always greater for PY 72 than for PY 70.

- In summary, the following conclusions can be made regarding staff stability in Head Start programs:
  - The variations in turnover rate trends among individual programs are large enough that the overall rise in the average turnover rate found in each stratum is statistically insignificant, and should not be considered an indication of a trend away from stability.
  - A high percentage of employees have been with their programs for more than three years, indicating that a large element of staff stability has existed for several years.
  - Most programs have experienced so little turnover in recent years that while there is no current trend toward greater stability, neither is there a need for more stable staffing.

(5) The Turnover Rate for Professional Employees Is Slightly Higher Than for Paraprofessionals in Each of the Four Strata

- Professionals were defined for purposes of this study as employees who were in supervisory capacities or were component heads:
  - All teachers, regardless of background, were considered professional employees in this study.
  - Administrative personnel other than secretaries or clerks were also considered to be professionals.
- Paraprofessionals were defined as employees in one of the following positions, regardless of background or training:
  - Teacher's aide

- Social worker aide
- Health aide
- Nutritionist aide
- Other aide categories
- Cook
- Secretary
- Clerk
- Driver
- Maintenance worker

. Standardized definitions were presented in order that the data in these categories would be reported as uniformly as possible in all programs. In some cases, however, programs were reluctant to deviate from their own definitions of these terms.

. The weighted three-year average turnover rates for professional and paraprofessional employees are shown in Exhibit XII, following this page:

  - Professional employees in each of the four strata had an average turnover rate which was higher than that of paraprofessionals, although the overall difference is not very large.

  - In Strata C and D, the differences in turnover rates between professionals and paraprofessionals are too small to be of practical importance.

  - In Strata A and B, the differences in turnover rates between the two employment categories are large enough to suggest that some factors in turnover act differently upon the two categories of employees.

  - Although causes are examined more closely in the next chapter, one reason for the higher turnover rates among professional employees may be that more employment opportunities exist for them.

EXHIBIT XII

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED 3-YEAR AVERAGE TURNOVER RATES FOR PROFESSIONAL AND PARAPROFESSIONAL EMPLOYEES

	Professional	Paraprofessional	Total
STRATUM A			
Number of Staff	15,217	20,755	35,973
Turnover Rate	16.9%	12.6%	14.4%
STRATUM B			
Number of Staff	14,408	24,698	39,107
Turnover Rate	10.0%	6.9%	8.1%
STRATUM C			
Number of Staff	15,737	22,900	38,638
Turnover Rate	12.4%	12.3%	12.4%
STRATUM D			
Number of Staff	13,320	18,641	31,962
Turnover Rate	20.5%	19.7%	20.0%
WEIGHTED TOTAL			
Number of Staff	58,683	86,997	145,681
Turnover Rate	14.8%	12.4%	13.4%

NOTE: Percentage totals may not equal 100.0% because of rounding.

(6) Region IV, the Southeastern United States, Had the Lowest Average Turnover Rate for the Three-Year Period

- Weighted regional three-year average turnover rates are shown in Exhibit XIII, following this page:
    - The average turnover rate in Region IV, which extends from North Carolina through Mississippi, was significantly lower than that of any other region (6.8%).
        - This rate is derived from an analysis of 17 programs representing all 4 strata.
        - This low turnover rate is felt to accurately reflect the observation of the field interviewers that both political and economic factors in this region made Head Start a critically important source of employment for many people.
    - The highest turnover rate is found in Region VIII, the Rocky Mountain States (26.4%). The reader is advised that the data in this region are obtained from only two programs which may not be representative of the region as a whole.
    - Turnover rates vary only slightly between the East (Regions I, II, and III), the Midwest (Region V), and the West (Regions IX and X).
- It is concluded that, with the exception of the Southeast, Head Start turnover rates are not particularly sensitive to geographic location.

	Region 1	Region 2	Region 3	Region 4	Re
STRATUM A					
Number of Staff	-	4,533	1,630	14,560	
Turnover Rate	-	14.5%	21.9%	4.9%	
STRATUM B					
Number of Staff	388	-	-	12,960	
Turnover Rate	16.1%	-	-	3.0%	
STRATUM C					
Number of Staff	2,421	3,234	5,722	7,403	
Turnover Rate	16.0%	9.2%	13.4%	8.9%	
STRATUM D					
Number of Staff	3,060	-	4,773	4,232	
Turnover Rate	14.7%	-	22.7%	15.6%	
WEIGHTED TOTAL					
Number of Staff	5,869	7,767	12,126	39,155	22
Turnover Rate	15.3%	12.5%	18.1%	6.0%	

NOTE: The total staff may not equal the sum of the strata staff because

34a

EXHIBIT XIII

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED 3-YEAR AVERAGE TURNOVER RATES BY REGION

Region 4	Region 5	Region 6	Region 7	Region 8	Region 9	Region 10	Totals
14,560	6,252	-	-	-	4,564	1,533	35,973
4.9%	19.9%	-	-	-	14.1%	21.3%	14.4%
12,960	2,625	8,372	2,424	754	6,388	-	39,107
3.0%	8.0%	5.0%	9.0%	22.0%	12.0%	-	8.1%
7,403	7,776	-	2,873	-	-	1,026	38,638
8.9%	13.7%	-	10.1%	-	-	18.7%	12.4%
4,232	5,508	2,745	-	1,026	-	1,736	31,962
15.6%	15.7%	44.3%	-	29.6%	-	12.5%	20.1%
39,155	22,161	11,117	5,297	1,780	10,953	4,295	145,682
6.0%	15.0%	13.7%	9.9%	26.4%	12.8%	17.1%	13.4%

staff because all strata are not represented in every region.

4. TURNOVER RATES BY COMPONENT

The previous section examined turnover rates on an overall basis without a separation into components. This section analyzes the turnover rates found within each Head Start component. Turnover rates by component are presented:

- As weighted averages for all programs for the three years combined
- For each year separately for all programs reported in the sample

(1) Overall Turnover Rates Are Low in Every Head Start Component

- Weighted component three-year average turnover rates are shown in Exhibit XIV, following this page:
  - Although turnover rates are highest in health and social services, these rates are not significantly greater than the overall average rate (15.6% and 15.7% compared to 13.4%). Thus, it may be concluded that in no component is the overall average turnover rate particularly high.
  - Stratum D, containing the smallest programs, which has the highest overall turnover rate, has its greatest turnover rate in education (26.1%).
    - Reasons for this turnover rate in education among small programs are not readily apparent.
    - Chapter III examines the relationship between size and turnover in detail.

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	Education	Health	Social Services	Parent Involvement	Nutriti
STRATUM A					
Number of Staff	20,730	1,915	3,837	1,371	4,29
Turnover Rate	14.5%	12.8%	16.3%	11.3%	13.4
STRATUM B					
Number of Staff	23,876	1,423	2,763	1,312	4,51
Turnover Rate	8.3%	20.5%	14.0%	10.9%	3.5
STRATUM C					
Number of Staff	23,184	1,560	3,146	1,172	3,06
Turnover Rate	12.3%	11.7%	12.8%	8.9%	16.1
STRATUM D					
Number of Staff	19,064	1,762	2,195	1,057	2,99
Turnover Rate	26.1%	18.0%	20.0%	16.0%	9.0
OVERALL WEIGHTED TOTAL					
Number of Staff	86,855	6,661	11,942	4,914	14,87
Turnover Rate	14.8%	15.6%	15.7%	11.8%	10.2

NOTE: Data may add to more than 100% because an employee may hold more than one p

EXHIBIT XIV

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED 3-YEAR AVERAGE TURNOVER RATES BY COMPONENT

Nutrition	Staff Training	Volunteer	Administration	Psychological	Totals
4,299	762	525	3,628	233	35,973
13.4%	19.0%	25.8%	18.5%	12.8%	14.5%
4,511	395	147	5,366	107	39,107
3.5%	16.3%	12.8%	3.9%	14.1%	8.1%
3,068	340	1,206	3,871	114	38,638
16.1%	0	3.2%	10.4%	0	12.4%
2,995	211	669	5,190	105	31,962
9.0%	16.0%	-	6.0%	0	20.0%
14,874	1,709	2,548	18,056	560	145,681
10.2%	14.3%	7.6%	9.0%	8.0%	13.4%

than one position at the same time.

- The highest turnover rate in administration is found in Stratum A (18.5%):
  - This may be a manifestation of the frustrations frequently expressed in personal interviews with administrative staff in large multidelegate programs.
  - The general impression gained by the field interviewers was that administrators in the largest programs were often faced with major political and operational problems.
  - On the other hand, an 18.5% turnover rate, although somewhat larger than average, is not excessively large in comparison with turnover rates found in the literature (see Appendix D).

(2) Six of Nine Components Exhibit Rising Trends in Turnover Rates

- The component turnover rates for each of three years are shown in Exhibit XV, following this page:
  - These data were obtained from the 144 organizations previously mentioned.
  - No weighting factors were applied to the data in this exhibit, since a detailed analysis of trends was made previously.
- The six components showing rising trends are:
  - Education
  - Social Services
  - Parent Involvement
  - Nutrition
  - Staffing Training
  - Administration

EXHIBIT XV

Office of Child Development
Department of Health, Education, and Welfare

YEARLY TURNOVER RATES BY COMPONENT

		PY 72		PY71		PY 70
Education	D	4,992	D	4,881	D	4,703
	%	12.2%	%	12.1%	%	10.2%
Health	D	398	D	382	D	357
	%	12.1%	%	14.7%	%	14.0%
Social Services	D	820	D	789	D	736
	%	16.0%	%	14.1%	%	13.0%
Parent Involvement	D	309	D	286	D	261
	%	12.0%	%	10.5%	%	7.3%
Nutrition	D	1,077	D	1,043	D	1,022
	%	9.1%	%	8.6%	%	6.8%
Staff Training	D	160	D	154	D	123
	%	21.3%	%	16.9%	%	16.3%
Volunteer	D	105	D	99	D	100
	%	14.3%	%	15.2%	%	15.0%
Administration	D	1,022	D	954	D	924
	%	12.9%	%	12.3%	%	8.6%
Psychological	D	31	D	31	D	32
	%	12.9%	%	16.1%	%	18.8%

NOTE 1: Data may add to more than 100% because an employee may hold more than one position at the same time.

NOTE 2: The percentages in this exhibit are from an unweighted sample and cannot be directly compared with data in other exhibits.

- Psychological is the only component showing a consistently falling turnover rate trend, indicating that this component is rapidly approaching greater staff stability.
- Of the two components which showed the highest weighted turnover rates (from Exhibit XIV), health shows no trend and social services shows a slightly rising trend. Neither component shows a strong trend away from stability; thus, neither appears to be threatening to become a problem in the near future.

This concludes the analysis of the extent of turnover reported in the study. The next element of mobility to be analyzed is the upward mobility or promotions.

5. OVERALL PROMOTION RATES BY STRATUM

This section presents the overall promotion rates which were found in the analysis. Promotion rates are presented by stratum:

- For all employers
- For professional and paraprofessional employees
- By HEW administrative region

Section 6 below presents promotion rates by component.

The promotion rate for a given program year was determined from the Project Data Questionnaires as the total number of promotions divided by the total number of staff positions for that year. Total promotions include both promotions within components and promotions from one component to another. The three-year average promotion rate was calculated by dividing the total number of promotions by the total number of staff positions for each of the three years. As in the case of turnovers, the three-year average promotion rate is an annualized percentage.

(1) Overall Promotion Rates for Head Start Programs Are Approximately Half as Large as Turnover Rates

- The weighted total promotion rates for each stratum and for all four strata combined are shown in Exhibit XVI, following this page. For purposes of comparison, three-year average turnover rates are also shown.
- The weighted total three-year average promotion rate for all programs is 6.9%, representing 10,073 promotions and 145,681 staff positions.
  - The total promotion rate for all strata is only 51% as large as the total turnover rate (6.9% compared to 13.4%). This is consistent with the information obtained in personal interviews that in most programs there are few positions into which people can be promoted due largely to a lack of funds to provide more than one or two levels within most components.
  - The two strata with highest turnover rates (D and A) have the lowest promotion rates:
    - This apparent inverse relationship between turnover rates and promotion rates suggests that low promotion rates may be a factor in causing people to leave.
    - Causes of turnover are examined further in the next chapter.

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	PY 72	PY 71	PY 70
STRATUM A			
Number of Staff	12,431	11,877	11,663
Promotion Rate	7.4%	6.2%	5.3%
STRATUM B			
Number of Staff	13,280	13,074	12,752
Promotion Rate	9.4%	6.7%	6.1%
STRATUM C			
Number of Staff	13,969	13,322	11,346
Promotion Rate	10.5%	9.5%	6.7%
STRATUM D			
Number of Staff	11,312	10,994	9,655
Promotion Rate	7.2%	5.1%	0.4%
WEIGHTED TOTAL			
Number of Staff	50,993	49,269	45,418
Promotion Rate	8.7%	7.0%	4.8%

NOTE: The total staff may not equal the sum of the strata staffs because of rounding.

EXHIBIT XVI

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED TOTAL PROMOTION RATES BY STRATUM

PY 71	PY 70	3-Year Average Promotion Rates	3-Year Average Turnover Rates
11,877	11,663	35,973	35,973
6.2%	5.3%	6.3%	14.4%
13,074	12,752	39,107	39,107
6.7%	6.1%	7.4%	8.1%
13,322	11,346	38,638	38,638
9.5%	6.7%	9.0%	12.4%
10,994	9,655	31,962	31,962
5.1%	0.4%	4.4%	20.0%
49,269	45,418	145,681	145,681
7.0%	4.8%	6.9%	13.4%

rata staffs because of rounding.

- The lowest overall promotion rate was found in Stratum D:
    - Small programs lack positions into which employees can be promoted.
    - Nevertheless, Stratum D has shown a definite rise in promotion rates in the past two years.
    - It appears that prior to the past two years, upward mobility was almost totally neglected in the smallest programs.
- Average promotion rates have increased every year in each of the four strata, although the growth has not been as great in Stratum A as in the other three.

(2) Promotion Rates Show a Statistically Significant Rising Trend in Every Stratum Except Stratum A

- The same test was applied to the promotion rate trends in all programs as was used earlier to analyze turnover rate trends in terms of statistical significance (80% confidence).
- A summary of the results of this statistical analysis is presented in Exhibit XVII, following this page.

EXHIBIT XVII

Office of Child Development
Department of Health, Education, and Welfare

TRENDS IN PROMOTION RATES

Stratum	Total Number of Programs Analyzed	Number of Programs Showing Statistically Significant Trend at 80% Confidence Level			Expected Number Significant at 80% Confidence Level	Overall Trend for the Stratum at 80% Confidence Level*
			(rising)	(falling)		
A	7	4	(3)	(1)	1.4	No
B	18	8	(5)	(3)	3.6	Yes
C	14	3	(2)	(1)	2.8	Yes
D	17	4	(4)	(0)	3.4	Yes

---

*An overall rising trend exists for a stratum only if, over the range of possible promotion rates at the 80% confidence level, the average promotion rate for the stratum is always greater for PY 72 than for PY 70.

- Although the percentage of programs showing statistically significant trends is highest in Stratum A, it is the only stratum which shows no overall trend.
  - This is caused largely by the significant variation from the average overall trend among the other programs in the stratum.
  - The names of the programs which showed statistically significant mobility rate trends are given in Appendix E (pages 27 and 28).
- The existence of a real trend in three strata suggests that the Career Development effort has had a positive impact on opportunities for upward mobility.
- The absence of a trend in Stratum A may be another indication of operational problems in the largest programs, since it would be expected that the most opportunities for promotions would exist in these programs.

(3) Promotion Rates Are Slightly Higher in the East (Regions I, II, and III) Than in Other Parts of the Country

- Differences in overall promotion rates are also analyzed among the 10 HEW Administrative Regions.
- Weighted three-year average promotion rates by region are presented in Exhibit XVIII, following this page:
  - The regions of highest and lowest promotion rates (Regions IX and VI respectively) are both represented by programs from only two strata. Conclusions regarding the reason for these rates should, thus, be avoided since these programs may not be representative of the entire region.

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	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	R
STRATUM A							
Number of Staff	-	4,533	1,630	14,560	6,252	-	
Promotion Rate	-	7.6%	10.0%	3.8%	5.4%	-	
STRATUM B							
Number of Staff	388	-	-	12,960	2,625	8,372	
Promotion Rate	8.8%	-	-	3.8%	7.7%	3.5%	
STRATUM C							
Number of Staff	2,421	3,234	5,722	7,403	7,776	-	
Promotion Rate	14.5%	10.9%	6.1%	9.1%	11.3%	-	
STRATUM D							
Number of Staff	3,060	-	4,773	4,232	5,508	2,745	
Promotion Rate	4.7%	-	7.9%	1.6%	2.6%	0	
WEIGHTED TOTAL PROMOTION RATES							
Number of Staff	5,869	7,767	12,126	39,155	22,161	11,117	
Promotion Rate	9.0%	9.0%	7.3%	4.6%	7.0%	2.6%	
WEIGHTED TOTAL TURNOVER RATES							
Number of Staff	5,869	7,761	12,126	39,155	22,161	11,117	
Turnover Rate	15.3%	12.5%	18.1%	6.0%	15.0%	13.7%	

NOTE: Data may not add. Strata are not represented in every region.

EXHIBIT XVIII

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED 3-YEAR AVERAGE PROMOTION RATES BY REGION

egion 4	Region 5	Region 6	Region 7	Region 8	Region 9	Region 10	Totals
4,560	6,252	-	-	-	4,564	1,533	35,973
3.8%	5.4%	-	-	-	6.0%	6.4%	6.3%
2,960	2,625	8,372	2,424	754	6,388	-	39,107
3.8%	7.7%	3.5%	11.0%	5.0%	13.8%	-	7.4%
7,403	7,776	-	2,873	-	-	1,026	38,638
9.1%	11.3%	-	5.6%	-	-	9.6%	9.0%
4,232	5,508	2,745	-	1,026	-	1,763	31,962
1.6%	2.6%	0	-	3.7%	-	0	4.4%
9,155	22,161	11,117	5,297	1,780	10,953	4,322	145,681
4.6%	7.0%	2.6%	8.0%	4.2%	10.5%	4.4%	6.9%
9,155	22,161	11,117	5,297	1,780	10,953	4,322	145,681
6.0%	15.0%	13.7%	9.9%	26.4%	12.8%	17.1%	13.4%

ry region.

  - Three of the four regions of highest promotion rate are located in the East, namely Regions I, II, and III.

  - No other apparent correlations appear to exist between promotion rates and geographical location.

6. PROMOTION RATES BY COMPONENT

Up to this point, promotion rates have been analyzed on an overall basis without a separation into components. This section analyzes the promotions found within each Head Start component. Promotion rates by component are presented:

- As weighted averages for all programs for the three years combined
- For each year separately for all programs reported in the sample

(1) Overall Promotion Rates Are Low in Every Component Except Staff Training

- Weighted component three-year average promotion rates are shown in Exhibit XIX, following this page.
- The exhibit also shows component promotion rates within each of the strata.
  - The lowest overall promotion rate is in the psychological component (0.4%). This is most

D

WEIGHTED 3-

	Education	Health	Social Services	Parent Involvement	Nutrition
STRATUM A					
Number of Staff	20,730	1,915	3,837	1,371	4,299
Promotion Rate	6.4%	2.7%	7.0%	8.2%	4.0%
STRATUM B					
Number of Staff	23,876	1,423	2,763	1,312	4,511
Promotion Rate	8.9%	4.2%	5.4%	6.8%	7.3%
STRATUM C					
Number of Staff	23,184	1,560	3,146	1,172	306
Promotion Rate	9.6%	5.8%	8.3%	1.6%	11.0%
STRATUM D					
Number of Staff	19,064	1,762	2,195	1,057	2,995
Promotion Rate	4.6%	10.0%	6.4%	0	2.4%
WEIGHTED TOTAL PROMOTION RATES					
Number of Staff	86,855	6,661	11,942	4,914	14,874
Promotion Rate	7.5%	5.7%	6.9%	4.9%	6.1%
WEIGHTED TOTAL TURNOVER RATES					
Number of Staff	86,855	6,661	11,942	4,914	14,874
Turnover Rate	14.8%	15.6%	15.7%	11.8%	10.2%

NOTE: Data may add to more than 100% because an employee may hold more than one position at

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EXHIBIT XIX

Office of Child Development
Department of Health, Education, and Welfare

WEIGHTED 3-YEAR AVERAGE PROMOTION RATES BY COMPONENT

Nutrition	Staff Training	Volunteer	Administration	Psychological	Totals
4,299	762	525	3,628	233	35,973
4.0%	9.6%	23.6%	6.0%	0.9%	6.3%
4,511	395	147	5,366	107	39,107
7.3%	22.0%	17.9%	3.9%	0	7.4%
306	340	1,206	3,871	114	38,638
11.0%	19.1%	1.1%	5.7%	0	9.0%
2,995	211	669	5,190	105	31,962
2.4%	0	0	2.7%	0	4.4%
14,874	1,709	2,548	18,056	560	145,681
6.1%	13.2%	6.4%	4.4%	0.4%	6.9%
14,874	1,709	2,548	18,056	560	145,681
10.2%	14.3%	7.6%	9.0%	8.0%	13.4%

than one position at the same time.

likely because there are no positions into which a person in this component could be promoted.

- The highest overall promotion rate is in staff training (13.2%). Since these positions tended to be filled by people who filled two roles simultaneously, this may simply reflect movement to this dual role.

- The promotion rates in Stratum D were particularly low in administration and nutrition. This probably reflects the lack of positions to which directors, secretaries, and cooks can be promoted in small programs.

(2) Four of Nine Components Exhibit Rising Trends in Promotion Rates

- It was previously noted that overall promotion rates for the three-year period showed statistically significant rising trends in Strata B, C, and D.

- Exhibit XX, following this page, presents the promotion rates for each of three years found in the components within the 144 organizations for which mobility data were obtained. No weighting factors were applied to the data in this exhibit, since a detailed analysis of trends was made previously.

  - The four components showing rising trends are:

    - Education
    - Staff training
    - Volunteer
    - Administration.

  - Parent involvement is the only component showing consistently falling promotion rates for the three-year period.

EXHIBIT XX

Office of Child Development
Department of Health, Education, and Welfare

YEARLY PROMOTION RATES BY COMPONENT

		PY 72		PY 71		PY 70
Education	D	4,992	D	4,881	D	4,703
	%	8.5%	%	6.2%	%	5.0%
Health	D	398	D	382	D	357
	%	3.0%	%	5.2%	%	3.1%
Social Services	D	820	D	789	D	736
	%	6.3%	%	7.4%	%	6.8%
Parent Involvement	D	309	D	286	D	261
	%	4.9%	%	7.3%	%	7.7%
Nutrition	D	1,077	D	1,043	D	1,022
	%	5.9%	%	4.1%	%	4.3%
Staff Training	D	160	D	154	D	123
	%	24.4%	%	13.0%	%	3.3%
Volunteer	D	105	D	99	D	100
	%	24.8%	%	20.2%	%	13.0%
Administration	D	1,022	D	954	D	924
	%	6.8%	%	4.3%	%	3.3%
Psychological	D	31	D	31	D	32
	%	3.2%	%	0%	%	0%

NOTE 1: Data may add to more than 100% because an employee may hold more than one position at the same time.

NOTE 2: The percentages in this exhibit are from an unweighted sample and cannot be directly compared with data in other exhibits.

- Except for the two small components, staff training and volunteer, education had the highest promotion rate in PY 72. This is an indication that more programs are filling teacher vacancies by internal promotions and suggests that Career Development has had a positive impact in this, the largest Head Start component.

This concludes the analysis of the extent of upward mobility reported in the study. The final section of the chapter examines turnover and promotion rates in indirect provider organizations.

7. TURNOVER AND PROMOTION RATES FOR INDIRECT PROVIDERS

In several of the Head Start programs which had more than one delegate agency, the grantee agency played no direct role in operating Head Start centers but rather was responsible for monitoring and coordinating the operations of the delegate agencies. This section examines the turnover and promotion rates in the seven indirect provider organizations for which data were reported.

(1) For Indirect Provider Organizations, Turnover Rates Are Higher and Promotion Rates Are Lower Than for the Overall Average of All Programs

Exhibit XXI, following this page, presents mobility data for seven indirect provider grantee agencies:

- The average turnover rate for indirect providers is 42% higher than the overall average rate (19% compared to 13.4%).
- The average promotion rate for indirect providers is 36% lower than the overall average rate (4.4% compared to 6.9%).
- Promotions only occurred in Stratum A indirect providers. This suggests that only the largest programs have been able to provide workable career ladders in these organizations.
- Turnovers were highest in Stratum B indirect providers where no promotions occurred. This again suggests that a lack of promotion opportunities may cause employee dissatisfaction and result in increased outward mobility.

(2) Indirect Provider Organizations Exhibit Mobility Characteristics Similar to Those Found in the Administrative Component of Head Start Programs

A comparison of the data in Exhibit XXI with mobility information from previous exhibits provides further insights into the nature of mobility in indirect provider organizations:

- The average promotion rate for indirect providers is the same as the average promotion rate in the administrative component of all

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TURNOVER AND PROM

Name of Organization	Stratum	3-Year A Rate
United Community Corporation, Newark, New Jersey	A	11.1%
Agency for Child Development, New York, New York	A	3.1%
United Planning Organization, Washington, D. C.	A	23.8%
Community Relations Social Development Committee, Milwaukee, Wisconsin	B	0%
Mississippi Industrial College, Holly Springs, Mississippi	B	0%
Denver Head Start, Denver, Colorado	B	0%
Muskegon-Oceana CAAP, Muskegon, Michigan	D	0%
Total Staff for all Indirect Providers		
Average for all Indirect Providers		4.4%
Total Staff for all Programs		
Weighted Average for all Programs		6.9%

EXHIBIT XXI

Office of Child Development
Department of Health, Education, and Welfare

TURNOVER AND PROMOTION RATES IN INDIRECT PROVIDER GRANTEE AGENCIES

Stratum	3-Year Average Promotion Rate		3-Year Average Turnover Rate	
	Rate	Number of Staff	Rate	Number of Staff
A	11.1%	9	11.1%	9
A	3.1%	164	7.9%	164
A	23.8%	21	19.1%	21
B	0%	13	23.1%	13
B	0%	9	22.2%	9
B	0%	32	78.1%	32
D	0%	4	0%	4
		252		252
	4.4%		19.0%	
		145,681		145,681
	6.9%		13.4%	

programs (4.4%). This is not surprising since indirect providers are basically administrative organizations.

The average turnover rate for indirect providers is very similar to the turnover rate in the administrative component of Stratum A programs (19.0% compared to 18.5%). This suggests that personnel in indirect provider organizations may be experiencing similar operational frustrations as administrative personnel in the largest programs.

In conclusion, the analysis of mobility rates in indirect provider organizations supports the contention that their characteristics are sufficiently different that, for the purposes of this study, they should be excluded from the detailed analysis of causes of employee mobility.

* * * *

The analysis of the extent of employee mobility has shown that overall turnover rates are quite low and apparently stable and that promotion rates, although lower than turnover rates, have shown a rising trend over the last three years. The overall low turnover rates found in the analysis suggest that, for Head Start as a whole, high turnover is currently not a problem. The reader should bear in mind this fact when he examines the analysis presented in Chapter V, Impact of Mobility, and when he considers the policy implications of the analysis presented in Chapter IV, Causes of Mobility, which follows immediately.

IV. CAUSES OF MOBILITY

This chapter discusses the causes of outward and upward mobility. The causes are discussed in terms of variables and are presented according to their confidence levels in relation to mobility.

- Section 1--Variables Related to Outward Mobility at .90 - 1.00 level
- Section 2--Variables Related to Outward Mobility at .75 - .89 level
- Section 3--Variables Not Related to Outward Mobility
- Section 4--Other Variables Which Were Examined in Relation to Outward Mobility But Were Subject to Limited Statistical Measurement
- Section 5--Variables Related to Upward Mobility
- Section 6--Variables Not Related to Upward Mobility

To enrich the statistical data presentation we have inserted the actual comments of interviewees to illustrate various key points.

(1) The Study Viewed Causes of Mobility in Terms of an Analytical Model

- The variables tested are based on an analytical model which hypothesized relationships between certain variables and employee mobility. The model is composed of five major categories of variables:

- External constraint (exogenous) variables
- Control variables
- Job environment variables
- Project experience variables
- Outcome variables

- The classification of variables into these categories is presented in Exhibit XXII, following this page.

- The information from which the conclusions in this chapter were derived was obtained from

  - Interview notes
  - Current and Former Employee Questionnaires
  - Project Data Questionnaires

(2) Variable Characteristics of Head Start Organizations Were Tested For Relationships with Mobility by Examining the Highest and Lowest Turnover in Direct Provider Organizations

- We examined primarily the analytic results of the fifteen organizations with the highest outward mobility (three year average) and the fifteen organizations with the lowest outward mobility. These extremes are most apt to reveal the causal relationships.

- We also examined for possible causal relationships data from the seventy Head Start programs in the employee mobility sample, for example:

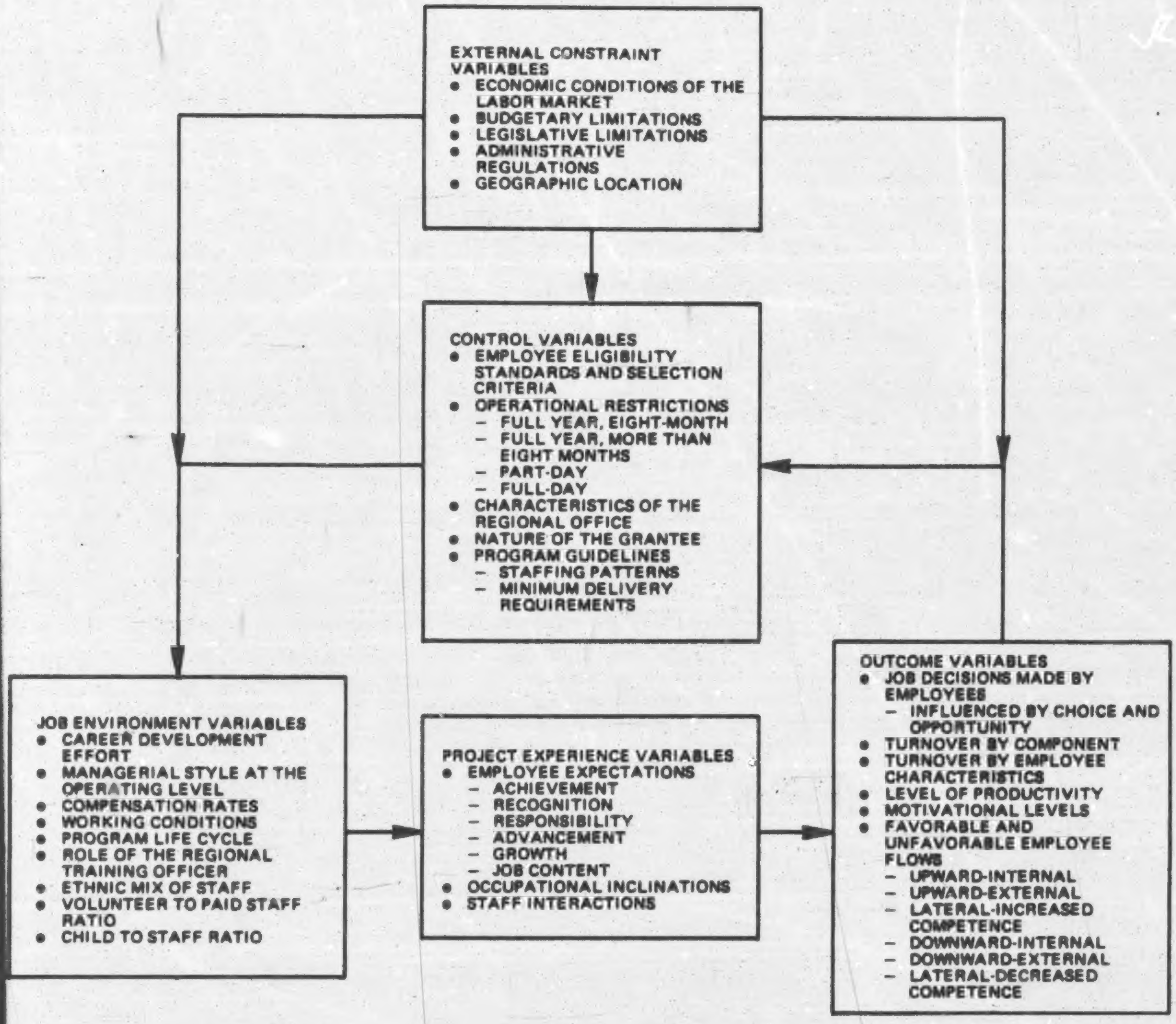
  - Interviews with organization directors
  - Perspectives of former employees

- In identifying the fifteen highest and fifteen lowest mobility organizations, to analyze Head Start variables, we adopted the constraint that only one

EXHIBIT XXII

Office of Child Development
Department of Health, Education, and Welfare

ANALYTICAL MODEL



EXTERNAL CONSTRAINT VARIABLES
- ECONOMIC CONDITIONS OF THE LABOR MARKET
- BUDGETARY LIMITATIONS
- LEGISLATIVE LIMITATIONS
- ADMINISTRATIVE REGULATIONS
- GEOGRAPHIC LOCATION

CONTROL VARIABLES
- EMPLOYEE ELIGIBILITY STANDARDS AND SELECTION CRITERIA
- OPERATIONAL RESTRICTIONS
  - FULL YEAR, EIGHT-MONTH
  - FULL YEAR, MORE THAN EIGHT MONTHS
  - PART-DAY
  - FULL-DAY
- CHARACTERISTICS OF THE REGIONAL OFFICE
- NATURE OF THE GRANTEE
- PROGRAM GUIDELINES
  - STAFFING PATTERNS
  - MINIMUM DELIVERY REQUIREMENTS

JOB ENVIRONMENT VARIABLES
- CAREER DEVELOPMENT EFFORT
- MANAGERIAL STYLE AT THE OPERATING LEVEL
- COMPENSATION RATES
- WORKING CONDITIONS
- PROGRAM LIFE CYCLE
- ROLE OF THE REGIONAL TRAINING OFFICER
- ETHNIC MIX OF STAFF
- VOLUNTEER TO PAID STAFF RATIO
- CHILD TO STAFF RATIO

PROJECT EXPERIENCE VARIABLES
- EMPLOYEE EXPECTATIONS
  - ACHIEVEMENT
  - RECOGNITION
  - RESPONSIBILITY
  - ADVANCEMENT
  - GROWTH
  - JOB CONTENT
- OCCUPATIONAL INCLINATIONS
- STAFF INTERACTIONS

OUTCOME VARIABLES
- JOB DECISIONS MADE BY EMPLOYEES
  - INFLUENCED BY CHOICE AND OPPORTUNITY
- TURNOVER BY COMPONENT
- TURNOVER BY EMPLOYEE CHARACTERISTICS
- LEVEL OF PRODUCTIVITY
- MOTIVATIONAL LEVELS
- FAVORABLE AND UNFAVORABLE EMPLOYEE FLOWS
  - UPWARD-INTERNAL
  - UPWARD-EXTERNAL
  - LATERAL-INCREASED COMPETENCE
  - DOWNWARD-INTERNAL
  - DOWNWARD-EXTERNAL
  - LATERAL-DECREASED COMPETENCE

organization from a single program would be represented

  - The Mary Holmes program, with headquarters in Jackson, Miss., would have constituted 40% of the low mobility group if this precaution had not been observed.

  - This constraint helped to avoid duplications of the same characteristics within a program while examining the variables.

- We excluded grantees which are only indirect providers from this section of the analysis in order to standardize the analysis with organizations which operate Head Start centers.

1. VARIABLES RELATED TO OUTWARD MOBILITY AT .90 - 1.00 CONFIDENCE LEVELS

- Each of the variables in the analytical model was examined through use of one of the following:

  - A chi-square test employed upon a contingency table

  - A T-test

- Five variables emerged as related to turnover at the .90 statistical level or above

  - Budget cuts
  - Extent of Urbanization
  - Levels of promotion authority
  - Dissatisfaction with co-workers
  - Volunteer/Staff Ratio

- None of the five major categories of the model predominated in its correlation with turnover

(1) High Turnover Organizations Were More Frequently Associated With Budget Cuts Than Were Low Turnover Organizations

- Nearly every program voiced budget problems, in the form of salaries, budget or staff cuts. Budget cuts constituted the problem listed most frequently among budgetary limitations (Project Data Questionnaire, Question #13).

- Within the past two federal fiscal years eight of the highest turnover organizations (as compared with two of the lowest turnover organizations) had experienced budget cuts which caused them to terminate delegate agency staff.

- Exhibit XXIII, following this page, demonstrates which organizations reported having experienced budget cuts.

- The budget cut/turnover relationship was also verified by examining the actual Federally-funded personnel costs for each organization

- Interviews with current employees of seventy-five organizations indicated that the funding level caused other problems as well as turnover. Those specific problems and the number of organizations indicating those problems include:

  - Lack of equipment (20)

  - Head Start Program does not serve enough children (31)

  - Head Start center located in inadequate facility (24)

  - Too few raises (48)

  - Lack of service for handicapped children (6)

  - Restricts activities outside classrooms (2)

EXHIBIT XXIII (1)

Office of Child Development
Department of Health, Education and Welfare

RELATIONSHIP BETWEEN BUDGET CUTS AND OUTWARD MOBILITY

% Outward Mobility (Three-Year Average)	Organization Name	Budget Cuts
53%	Chicago Youth Centers - LEARN, Chicago, Ill.	Yes
43%	Bushwick Community Corporation, New York, N.Y.	Yes
43%	Kountze Independent School District, Kountze, Tex.	No
41%	Seattle Public Schools, Seattle, Wash.	Yes
35%	Child Care and Development Services, Los Angeles, Calif.	Yes
32%	Community Improvement Council, Danville, Va.	Yes
31%	Corona Norco Head Start, Corona, Calif.	No
30%	Thompson School District RIIJ., Loveland, Colo	No
29%	Cranston Community Action, Cranston, R.I.	Yes
27%	Bonner Springs School District #1, Bonner Springs, Ks.	No
25%	Muskegon Public Schools, Muskegon, Mich.	Yes
24%	Shore Up. Inc., Salisbury, Md.	No
24%	Sussex County Community Action Agency, Inc., Georgetown, Del	No
24%	St. Alban's Day Nursery, Miami, Fla.	Yes
22%	Denver Public Schools, Denver, Colo.	No
4%	Lowndes County Board of Education, Haynesville, Ala.	No
4%	Milwaukee Public Schools, Milwaukee, Wisc.	No
4%	Indianapolis Pre-School Corporation, Indianapolis, Ind.	No
4%	Tri-Parish Progress, Crowley, La.	Yes
1%	Tri-Co Community Action, Laurinburg, N.C.	No
1%	Montgomery County Community Action Agency, Montgomery, Ala.	No

EXHIBIT XXIII (2)

% Outward Mobility (Three-Year Average)	Organization Name	Budget Cuts
1%	Community Service Association, Jackson, Miss.	Yes
.8%	Frederick Douglass, Child Development Center Los Angeles, Calif.	No
0%	Coshocton County Headstart, Coshocton, Ohio	No
0%	Garrett Keyser Butler School District, Garrett, Ind.	No
0%	Mooresville Public Schools, Mooresville, N.C.	No
0%	West Lake Cumberland Area Development Council, Columbia, Ky.	No
0%	Delta Hills Educational Association, Sardis, Miss.	No
0%	Mary Holmes (Rankin County), Jackson, Miss.	Yes
0%	The Hilary School, Newark, N.J.	No

- "This survey does not cover the primary causes of Head Start employment problems in my experience or others I have talked with. I would say the chief reason professionals leave Head Start is the lack of adequate funding for facilities and educational materials and the strenuousness of a year-round program."--A former employee

- In telephone interviews which were conducted with former employees of the fifteen high turnover organizations, program budget cuts which caused positions to be eliminated were revealed to be the most significant factor in leaving Head Start

- Of the 736 Former Employees who responded to the Questionnaire, 3% left Head Start employment because their position was eliminated

- Exhibit XXIV, following this page, lists the most significant reasons which former employees gave for leaving Head Start in interviews and on questionnaires

(2) Urban Organizations Have Higher Turnover than Rural Organizations

- The proportion of urban organizations represented in the high turnover group was 50% greater than in the low turnover group

- There is a strong suggestion that turnover was greater in urban areas because of the differences in the conditions of the labor market between rural and urban areas.(This is discussed further in Section 4 of this chapter.)

EXHIBIT XXIV

Office of Child Development
Department of Health, Education, and Welfare

REASONS FORMER EMPLOYEES GIVE FOR LEAVING HEAD START EMPLOYMENT

INTERVIEWS WITH FORMER EMPLOYEES OF HIGH TURNOVER ORGANIZATIONS

	Four Most Frequently Mentioned Reasons
16%	Program reduced and position dropped
15%	Family or personal problem
13%	Conflict with supervisors or administration policy
11%	Low pay

QUESTIONNAIRES RECEIVED FROM FORMER EMPLOYEES

	Four Most Frequently Mentioned Reasons
14%	Personal or family problems
10%	Found a better job
6%	Left to pursue education
6%	Pregnancy

- Because rural areas do not experience as much turnover as urban areas, one cannot assume that there is no employee dissatisfaction in those programs

- In contrast to rural areas, the dissatisfaction of employees in urban areas is displayed most clearly by turnover because the individual has more opportunities ("avenues") available to him.

(3) Fewer Levels of Approval Authority for Promotions and Salary Increase Existed in Organizations of High Turnover

- A chi-square test was performed in the number of levels of authority in high and low turnover organizations and the difference was significant at a confidence level of 90%.

- The fifteen highest turnover organizations exhibited levels of approval authority ranging from one to three as compared with one to six levels of authority for the fifteen lowest turnover agencies. In fact, eight of the fifteen highest organizations had only one level of approval authority.

- Turnover may have been related to this variable because employees felt more subjectively judged in those organizations with fewer levels of authority. This may have caused resentments and a greater desire to leave the program.

(4) Current Employees Have More Complaints About Relationships With Co-Workers in High Turnover Organizations Than in Low Turnover Organizations

- Current employees were asked: "How well do people in Head Start get along with their fellow workers?" The responses which indicated unsatisfactory relationships were "Not at all" or "a little".

- 4.0% of all Current Employees (2650) gave one of those two responses

- At the .95 confidence level, the highest turnover organizations are characterized by views of unsatisfactory relationships among workers more than are the lowest turnover organizations

- A current employee representing a group of Head Start teachers telephoned Booz, Allen to relay some of her concerns about her Head Start program:

    - "Problems exist between teachers and teacher aides

        - There are no clear limits of job responsibilities or duties. Aides often overstep authority in the classroom.

        - Due to lack of janitorial services conflict arises over who does menial jobs

        - Teachers cannot actually teach as professional educators in the classroom because the aides are in control

        - Aides are extremely belligerent and hostile because they believe they are doing the same work as teachers, but are getting paid less

        - The Director is completely unresponsive to all of these problems"

- On the other hand, former employees did not usually cite dissatisfaction with co-workers as a principal reason for leaving Head Start. Only 2% of all former employees responding to the questionnaire said they left because they could not get along with other people

- In general, former employees gave less negative reasons for leaving such as "personal or family problems " which demonstrated a reluctance to criticize Head Start at all

(5) Volunteer/Staff Ratios Were Higher in High Turnover Organizations

- When a statistical analysis was made of the relationship between volunteer/staff ratios and turnover it was discovered that the variable was related at the .99 confidence level
  - High turnover organizations have an average of 2.4 volunteers per staff member
  - Low turnover organizations have an average of .69 volunteers per staff member
- This phenomenon is probably more directly related to the urban/rural variable than to turnover
  - There are fewer volunteers in the classroom in rural areas because of the transportation problem
  - The rural characteristic is associated more often with low turnover than with high turnover organizations
  - The interviewers did not encounter any complaints about volunteers (either too many or too few) which would be serious enough to cause employees to leave the program

2. VARIABLES RELATED TO OUTWARD MOBILITY AT .75 CONFIDENCE LEVEL

This section describes two variables for which there is as great as one chance in four that a relationship with outward mobility does not actually exist:

- Promotion Rates
- Type of Organization

This confidence level is not highly significant, but does indicate a tendency for a causal relationship to exist.

(1) Promotion Rates Were Directly Related to Turnover Rates in High Mobility Organizations

- The relationship between turnover and promotion is one consisting of contradictory associations.
    - On the one hand, low promotion rates can cause employee discouragement resulting in resignations from the program.
    - On the other hand, there is a tendency for the very high turnover organizations to be the ones with relatively high promotion rates and for the very low turnover organizations to have low promotion rates. This is because the high turnover organizations have positions open into which remaining employees can be promoted, whereas the low turnover organizations do not

- This contradiction is evident in the opposite results which occur between analyzing aggregate mobility rates for entire strata of programs and analyzing mobility rates of only those organizations at the extreme ends of the mobility scale
    - Exhibits XXV and XXVI, following this page, show that the fifteen high turnover organizations are more associated with high promotion rates and that the fifteen high promotion organizations are more associated with high turnover rates than their respective fifteen low mobility organization counterparts
    - Exhibit XXVII, following Exhibit XXVI, demonstrates that for the sample strata as a whole, there is an inverse relationship between turnover and promotion rates. A linear regression analysis established this relationship at the .75 confidence level. We conclude, however, that this relationship is not one of causality, which is more aptly seen from contrasting the extreme organizations, but is more a reflection of the association of turnover and promotions with program stratum size
- Further discussion of the factors relating to promotion rates is found in Section 5 of this chapter

(2) Organizations Affiliated with Public Schools Experienced Significantly Higher than Average Outward Mobility

- The proportion of organizations affiliated with public schools was twice as great in the high turnover organizations as compared with the low turnover organizations, as shown in Exhibit XXVIII

EXHIBIT XXV (1)

Office of Child Development
Department of Health, Education, and Welfare

THREE-YEAR AVERAGE TURNOVER RATES OF HIGH AND LOW PROMOTION ORGANIZATIONS

3 Year Average Promotion Rate	High Promotion Organizations	3 Year Average Turnover Rate
26%	Council of Affiliated Negro Organizations, Inc., Santa Ana, Calif.	16%
27%	Day Care Services for Children, Milwaukee, Wisc.	17%
19%	Bloomingdale Family Program, New York, N.Y.	19%
17%	West Lake Cumberland Area Development Council, Columbia, Ky.	0%
15%	Worcester School District, Worcester, Mass.	16%
13%	University of Missouri, Portageville, Mo.	10%
13%	Corona Norco Head Start, Corona, Calif.	31%
13%	Family Services, Inc., Winston-Salem, N.C.	16%
13%	Sussex County Community Action Agency, Inc., Georgetown, Del.	39%
13%	Shore Up, Inc., Salisbury, Md.	24%
13%	Marcy-Newberry Association, Chicago, Ill.	21%
12%	Alabama Council on Human Relations, Auburn, Ala.	6%
11%	Support Council on Preventive Effort (SCOPE), Dayton, Ohio	14%
11%	Atlantic Human Resources, Atlantic City, N.J.	9%
11%	Institute of Community Service, Rust College, Holly Springs, Miss.	7%

EXHIBIT XXV (2)

3 Year Average Promotion Rate	Low Promotion Organizations	3 Year Average Turnover Rate
0	The Hilary School, Newark, N.J.	0
0	Higher Horizons Day Care, Bailey's Crossroads, Va.	13%
0	Community Service Association, Jackson, Miss.	1%
0	Bonner Springs School District #1, Bonner Springs, Ks.	27%
0	Missouri Ozarks Economic Opportunity Corporation, Richland, Mo.	11%
0	Cranston Community Action, Cranston, R.I.	29%
0	Anderson County School District, Clinton, Tenn.	21%
0	Mooresville Public Schools, Mooresville, N.C.	0
0	Garrett Keyser Butler School District, Garrett, Ind.	0
0	Muskegon Public Schools, Muskegon, Mich.	0
0	Coshocton County Headstart, Coshocton, Ohio	25%
0	Kountze Independent School District, Kountze, Tex.	43%
0	Clackamus County Headstart, Oregon City, Ore.	13%
.2%	Coahoma Opportunity, Clarksdale, Miss.	5%
.5%	Milwaukee Public Schools, Milwaukee, Wisc.	4%

EXHIBIT XXVI (1)

Office of Child Development
Department of Health, Education, and Welfare

THREE YEAR PROMOTION RATES FOR HIGH AND LOW TURNOVER ORGANIZATIONS

% Outward Mobility	Program Name	Promotion Rates
53%	Chicago Youth Centers - LEARN, Chicago, Ill.	9%
43%	Bushwick Community Corporation, New York, N.Y.	8%
43%	Kountze Independent School District, Kountze, Tex.	0%
41%	Seattle Public Schools, Seattle, Wash.	9%
35%	Child Care and Development Services, Los Angeles, Calif.	3%
32%	Community Improvement Council, Danville, Va.	3%
31%	Corona Norco Head Start, Corona, Calif.	13%
30%	Thompson School District RIIJ., Loveland, Colo	4%
29%	Cranston Community Action, Cranston, R.I.	0%
27%	Bonner Springs School District #1, Bonner Springs, Ks.	0%
25%	Muskegon Public Schools, Muskegon, Mich.	0%
24%	Shore Up, Inc., Salisbury, Md.	13%
24%	Sussex County Community Action Agency, Inc., Georgetown, Del	13%
24%	St. Alban's Day Nursery, Miami, Fla.	6%
22%	Denver Public Schools, Denver, Colo.	6%
4%	Lowndes County Board of Education, Haynesville, Ala.	2%
4%	Milwaukee Public Schools, Milwaukee, Wisc.	0.5%

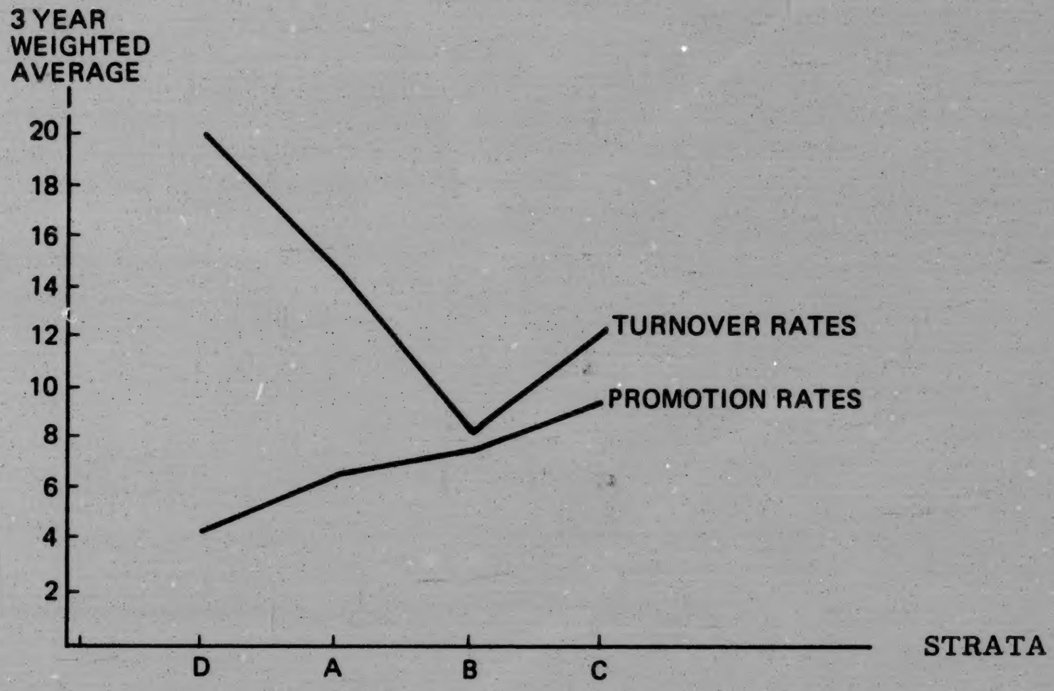
EXHIBIT XXVI (2)

% Outward Mobility	Program Name	Promotion Rates
4%	Indianapolis Pre-School Corporation, Indianapolis, Ind.	7%
4%	Tri-Parish Progress, Crowley, La.	4%
1%	Tri-Co Community Action, Laurinburg, N.C.	3%
1%	Montgomery County Community Action Agency, Montgomery, Ala.	2%
1%	Community Service Association, Jackson, Miss.	0%
.8%	Frederick Douglass, Child Development Center Los Angeles, Calif.	6%
0%	Coshocton County Headstart, Coshocton, Ohio	0%
0%	Garrett Keyser Butler School District, Garrett, Ind.	0%
0%	Mooresville Public Schools, Mooresville, N.C.	0%
0%	West Lake Cumberland Area Development Council, Columbia, Ky.	17%
0%	Delta Hills Educational Association, Sardis, Miss.	1%
0%	Mary Holmes (Rankin County), Jackson, Miss.	8%
0%	The Hilary School, Newark, N.J.	0%

EXHIBIT XXVII

Office of Child Development
Department of Health, Education and Welfare

RELATIONSHIP OF TURNOVER RATES BY PROGRAM AND BY STRATA TO PROMOTION RATES



% Outward Mobility	Organization Name	Type of Agency
53%	Chicago Youth Centers - LEARN, Chicago, Ill.	Limited Purpose
43%	Bushwick Community Corporation, New York, N.Y.	Community Corporati
43%	Kountze Independent School District, Kountze, Tex.	Board of Education
41%	Seattle Public Schools, Seattle, Wash.	Board of Education
35%	Child Care and Development Services, Los Angeles, Calif.	Limited Purpose
32%	Community Improvement Council, Danville, Va.	CAP
31%	Corona Norco Head Start, Corona, Calif.	Board of Education
30%	Thompson School District RIIJ., Loveland, Colo	Board of Education
29%	Cranston Community Action, Cranston, R.I.	CAP
27%	Bonner Springs School District #1, Bonner Springs, Ks.	Board of Education
25%	Muskegon Public Schools, Muskegon, Mich.	Board of Education
24%	Shore Up, Inc., Salisbury, Md.	CAP
24%	Sussex County Community Action Agency, Inc., Georgetown, Del	CAP
24%	St. Alban's Day Nursery, Miami, Fla.	Limited Purpose
22%	Denver Public Schools, Denver, Colo.	Board of Education
4%	Lowndes County Board of Education, Haynesville, Ala.	Board of Education
4%	Milwaukee Public Schools, Milwaukee, Wisc.	Board of Education
4%	Indianapolis Pre-School Corporation, Indianapolis, Ind.	Single Purpose
4%	Tri-Parish Progress, Crowley, La.	CAP
1%	Tri-Co Community Action, Laurinburg, N.C.	CAP
1%	Montgomery County Community Action Agency, Montgomery, Ala.	CAP

EXHIBIT XXVIII (1)

Office of Child Development
Department of Health, Education, and Welfare

HOURS AND MONTHS OF OPERATION AS RELATED TO OUTWARD MOBILITY

	Type of Agency	Full Day/ Part Day	# Months Per Year
	Limited Purpose	Full and Part	11
Y.	Community Corporation	Full	12
x.	Board of Education	Part Time	10
	Board of Education	Part Time	9
es,	Limited Purpose	Part Time	10
	CAP	Full	12
	Board of Education	Full	8
	Board of Education	Part Time	8
	CAP	Part Time	8
s, Ks.	Board of Education	Part Time	9
	Board of Education	Full	9
	CAP	Full	12
	CAP	Full	12
	Limited Purpose	Full	12
	Board of Education	Part Time	12
Ala.	Board of Education	Full	12
	Board of Education	Part Time	12
, Ind.	Single Purpose	Full	12
	CAP	Part Time	9
	CAP	Full	11
	CAP	Full	12

% Outward Mobility	Organization Name	Type of Agen
1%	Community Service Association, Jackson, Miss.	CAP
.8%	Frederick Douglass, Child Development Center Los Angeles, Calif.	CAP
0%	Coshocton County Headstart, Coshocton, Ohio	CAP
0%	Garrett Keyser Butler School District, Garrett, Ind.	School District
0%	Mooresville Public Schools, Mooresville, N.C.	CAP
0%	West Lake Cumberland Area Development Council, Columbia, Ky.	CAP
0%	Delta Hills Educational Association, Sardis, Miss.	Limited Purpose
0%	Mary Holmes (Rankin County), Jackson, Miss.	Limited Purpose
0%	The Hilary School, Newark, N.J.	Limited Purpose

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EXHIBIT XXVIII (2)

	Type of Agency	Full Day/ Part Day	# Months Per Year
ss.	CAP	Part Time	9
er	CAP	Full	9 1/2
o	CAP	Part Time	9
tt, Ind.	School District	Full	9
C.	CAP	Part Time	10
uncil,	CAP	Part Time	8
Miss.	Limited Purpose	Part Time	9
ss.	Limited Purpose	Full	10 1/2
	Limited Purpose	Part Time	10

- Limited purpose organizations tended to experience low mobility and CAP organizations were evenly associated with both categories

- The larger bureaucracy with which a school system is associated may have been a source of frustration for individuals leaving high turnover organizations

    - Some employees in programs not connected with public schools but who had formerly been public school teachers said they greatly appreciated the more flexible and innovative atmosphere in Head Start

    - Employees in one school system remarked they were subject to all the regulations of the school system but received none of the benefits (perceived as higher salaries, paid vacations, etc.). This conflict caused much discontent

3. VARIABLES NOT RELATED TO OUTWARD MOBILITY

- Tests of significance were performed for each of these variables and it was discovered that little or no statistical significance (i.e. less than .75) was associated between these variables and turnover

- These variables represented several of the categories of variables in the analytical model

(1) Personnel Conflicts with Supervisors Could Not Be Related Statistically to Turnover

- Current employees were asked how well people got along with their supervisors. The negative responses "not at all" and " a little" were analyzed as measures of conflict with supervisors

- 6.5% of all current employees gave one of these responses

- There was no statistical significance between high and low turnover organizations and the negative responses about relationships with supervisors

- Some individuals expressed concern about the confidentiality of the survey and may have been reluctant to express their actual opinions

  - In general, there appeared to be a reluctance to criticize supervisors in interviews

  - Interviewers observed strained relationships between employers and supervisors in some organizations

- Former employees were somewhat less reluctant to criticize supervision

  - Of the 736 former employees who responded to the questionnaire, 4% stated they left because of conflict with supervisors

  - In telephone interviews with the former employees of the fifteen high turnover organizations, conflict with supervisors was one of the top five reasons which those interviewed gave for leaving the program

(2) Feelings of Dissatisfaction With Head Start Were Not Any Greater in High Turnover Organizations Than in Low Turnover Organizations

- A T-test revealed no significant relationship between dislike of Head Start among former and current employees of high turnover organizations and dislike in low turnover organizations

- There was no significant difference between those current employees in high turnover organizations who liked Head Start less than their last job and current employees in low mobility organizations who liked Head Start less

(3) Turnover Is Not Affected by Child/Staff Ratios

- The child/staff ratios were similar for both the highest and lowest turnover agencies
- The rates range from 6.2 children per employee in high turnover organizations to 5.5 in low turnover organizations

(4) No Relationship Was Discovered Between Age and Turnover

- 40-45% in each group (high turnover and low turnover) were under 35 years of age

(5) Sex Does Not Appear To Be a Factor in Outward Mobility

- It was difficult to make a comparison by sex since females predominate the Head Start Project.
- Those that did have a larger percentage of males employees showed no more prepondernance toward mobility than those that did not as shown in Exhibit XXIX, following this page.

EXHIBIT XXIX (1)

Office of Child Development
Department of Health, Education, and Welfare

CURRENT AND FORMER EMPLOYEES IN HIGH AND LOW TURNOVER ORGANIZATIONS BY PERCENT FEMALE

HIGH TURNOVER ORGANIZATIONS

Organization Name	Female Employees As Percent of Total: Current Employees	Female Employees As Percent of Total: Former Employees	Variance
Chicago Youth Centers-LEARN, Chicago, Illinois	76%	100%	+24
Bushwick Community Corporation, New York, New York	80%	80%	0
Seattle Public Schools, Seattle, Washington	71%	92%	+21
Child Care and Development Services, Los Angeles, California	88%	69%	-19
Community Improvement Council, Danville, Virginia	100%	31%	-69
Thompson School District RIIJ, Loveland, Colorado	89%	100%	+11
Cranston Community Action, Cranston, Rhode Island	100%	100%	0
Bonner Springs School District #1, Bonner Springs, Kansas	89%	100%	+11
Muskegon Public Schools, Muskegon, Michigan	100%	100%	0
Shore Up, Inc., Salisbury, Maryland	100%	100%	0
Sussex County Community Action Agency, Inc., Georgetown, Del.	100%	79%	-21
Denver Public Schools, Denver, Colorado	82%	95%	+13

EXHIBIT XXIX (2)

LOW TURNOVER ORGANIZATIONS

	Female Employees As Percent of Total		
Organization Name	Current Employees	Former Employees	Variance
Loundes County Board of Education, Haynesville, Alabama	100%	100%	0
Milwaukee Public Schools, Milwaukee, Wisconsin	100%	77%	-23
Indianapolis Pre-School Corporation, Indianapolis, Indiana	96%	95%	-1
Tri-Parish County, Crowley, Louisiana	82%	88%	+6
Tri-Co Community Action, Laurinburg, North Carolina	72%	88%	+16
Montgomery County Community Action Agency, Montgomery, Ala.	90%	67%	-23
Frederick Douglas Child Development Center, Los Angeles, California	65%	0%	-65
Mooresville Public Schools, Mooresville, North Carolina	100%	100%	0
West Lake Cumberland Area Development Council, Columbia, Kentucky	94%	90%	-4
Delta Hills Educational Association, Sardis, Mississippi	82%	76%	-6
Mary Holmes (Rankin County), Jackson, Mississippi	92%	80%	-12

(6) Months of Operation and Number of Hours of Operation Are Not Significantly Related to Turnover

- The average number of months of operation for both the highest and lowest turnover organizations was ten

- Most organizations among the thirty highest and lowest operated full day centers, as shown in Exhibit XXVIII, following page IV-10

(7) The Extent of Regional Training Officer Assistance Is Not Related to Turnover

- Effectiveness of the regional training officer had no affect on turnover

- Nineteen of the thirty examined organizations indicated that the role of the training officer was effective for their training purposes--but with some limitations

(8) Salary Complaints Were Voiced Frequently Among Both High and Low Turnover Groups but Low Pay Is Not a Major Cause of Turnover

- There was a tendency for a high percentage of all employees to say that salaries are too low

- 51% of all current employees felt their salaries were not fair

- 13% and 15% respectively of former employees of high and low turnover organizations expressed salary complaints on their questionnaires

- Former employee telephone interviews indicated that of those who had been employed in high and low turnover organizations, 6.8% and 5.5% respectively cited low pay a reason for leaving

- Of all the former employees who responded to the questionnaire, 37% presently have jobs with higher salaries than they had received in Head Start

- "I left with reluctance. I have returned to school to bolster credentials for a public school teaching job. The pay is better, the benefits are better. Yearly raises almost assured (provided one is responsible). (After two and a half years as a reliable employee, my salary was raised $100, as a Head Start teacher)."--A Former Employee

- "While a fair system of raises should be set up for teachers, not one of raises for just those who happen to be favorites of executives, salary should not be the important thing."--A Former Employee

(9) The Number of Levels of Hiring Authority Bore No Relationship to Turnover

- The average number of levels of hiring was 2.1 for the high mobility programs and 2.6 for the low mobility programs

- 60% of those organizations in the high mobility group have two levels of authority

(10) The Level of Education of Employees Was Not Significantly Related to Turnover

- T-test indicated no statistical relationship between those individuals with B.A. degrees or graduate school and outward mobility
    - 27% of current employees of high mobility programs possessed a B.A. or higher degree
    - 37% of former employees of high mobility programs possessed a B.A. or higher degree

  - 15% of current employees of low mobility programs possessed a B.A. or higher degree

  - 18.5% of former employees of low mobility programs possessed a B.A. or higher degree

- These results indicate the possibility that:

  - Those with college degrees have more opportunities and leave Head Start more frequently

  - Those with more formal education have more dissatisfactions with Head Start

(11) Fringe Benefits Are Not Related to Outward Mobility

- There was no statistical relationship between turnover and the rate of fringe benefits

  Project Questionnaires revealed a large range of fringe benefits (from .0068% to 50%)

  - This shows that different types and amounts of benefits were offered in various organizations

  - This also shows that some organizational directors ignored such universal benefits as social security payments in reporting the percentage of fringe benefits

(12) Ethnic Mix of Staff and Program's Longevity Were Also Found To Be Unrelated to Outward Mobility

4. OTHER VARIABLES WERE EXAMINED IN RELATION TO OUTWARD MOBILITY BUT WERE FOUND TO BE SUBJECT TO LIMITED STATISTICAL MEASUREMENT

- The discussion of the following variables is based on data secured from:

  - Interviews with current and former employees

- These data have been subject to limited statistical measurement

- We feel the data are important because

  - The problems were encountered with considerable frequency

  - The problems may have been indirectly related to turnover (a secondary cause underlying another reason given for resignation from Head Start)

  - The problems as sources of latest dissatisfaction could trigger mobility at some point in the future if the conditions of the labor market were to change

(1) There Are Few Job Opportunities Available in the Current Labor Market

- For many of the programs visited, the labor market is frequently characterized by

  - Lack of competitive opportunities

  - Requirements for highly skilled and experienced persons

- Twenty-two out of seventy-five organizations which were interviewed responded that there were no jobs available in the immediate labor market

- An additional thirty-five said there were only nonsimilar jobs available

- One organization among the high turnover group listed the high unemployment rate as one of the most important factors relating to employee stability at every level. This apparently kept people in Head Start

- It appears that if better paying jobs in a related child care field were to become available individuals would leave for those jobs
    - A case in point occurred in an organization located in Region 4
        - Federal monies in the form of Title IV-A funds were granted to the public schools for preschool education
        - The Head Start Director experienced a flood of resignations including 50% of the central staff and many teachers and teacher aides in the field staff
        - This situation occurred in the fall of 1972 but federal funds were held up and the director was able to retain his staff. He anticipated that the event would repeat itself in January 1973 when the public schools finally received the money
        - The Director felt that this would hinder recruiting for Head Start and it would be difficult to find qualified personnel
    - In many rural areas, particularly in Region 4, there was little industry. Some directors there felt that as industry developed people would leave for those better paying jobs
- Among teachers responding to the Current Employee Questionnaire, .3% said they took a job with Head Start specifically because the job market for teachers was poor. Since teachers represented 30% of Head Start Employees, this figure represented 1.0% in the larger population. These data imply that:
    - People are attracted to Head Start who would otherwise not be

  - Some people remain in Head Start when they would otherwise leave
  - This source of discontent could result in mobility if conditions in the labor market were to change for the better

- Exhibit XXX, following this page, details specifically how the labor market influences different positions within Head Start. These were the impressions of the directors completing the Project Questionnaire, Question #51
  - For over 50% of the positions there were no problems in recruiting
  - Competition was felt to be keen for only three positions
    - Educational Director
    - Health Director/Nurse
    - Clerical

(2) Some Federal Regulations Were Viewed as Sources of Problems But Could Not Be Related Directly to Turnover

- In interviewing the directors of organizations, fifteen directors cited federal regulations as causing confusion, inconvenience, or conflict in the organization
- Four directors stated that guidelines changed so frequently and were so vague, it was almost impossible to follow them
- A rural organization felt most OCD guidelines were urban oriented
- Some guidelines caused considerable inconvenience
  - One organization with predominantly Mexican Americans stated that the new federal regulation requiring citizenship for all employees was causing hardship for some employees

Head Start Position Title	Number of Organizations Having this Position	Professional or Paraprofessional Position	Most Frequently Mentioned Problems	% of Which P
Director	11	Prof.	B	54
Educational Director	7	Prof.	C, D, F, I	71
Head Teacher	3	Prof.	G	100
Teacher	15	Prof.	A	60
Assistant Teacher	5	Prof.	A, B	60
Teacher Aide	10	Para.	A	80
Social Worker	9	Prof.	F	66
Social Work-Aide	5	Para.	A	80
Health Director/Nurse	11	Prof.	C, E, G	45
Health Aide	3	Para.	E, H, J	66
Parent Coordinator	5	Prof.	D	60
Volunteer Coordinator	2	Prof.	A	100
Head Cook/Cook	10	Prof.	A	50
Cook Aide	7	Para.	A	57
Custodian	8	Para.	D	62
Driver	5	Para.	A	80
Secretary/Typist	9	Para.	G	88
Clerk/Bookkeeper	11	Para.	C	63

* PROBLEM CODES

A	No problems in recruiting these people
B	No problems in keeping these people
C	Competition is keen for these people
D	Salary we can pay hinders recruiting
E	Salary we can pay hinders keeping people after we train them
F	Qualified people prefer to work for other organizations
G	Lack of promotion opportunity is a problem
H	Staff prefer more secure employment
I	Staff become disillusioned because of problems and lack of adequate resources
J	High unemployment rate

EXHIBIT XXX

Office of Child Development
Department of Health, Education and Welfare

PROBLEMS EXPRESSED BY HIGH TURNOVER ORGANIZATIONS IN RECRUITING AND RETAINING EMPLOYEES

or nal	Most Frequently Mentioned Problems	% of Organizations Which Mentioned the Problems	Second Most Frequently Mentioned Problems	% of Organizations Which Mentioned the Problem
	B	54.5%	A	45.5%
	C, D, F, I	71.4%		
	G	100.0%		
	A	60.0%	B	53.3%
	A, B	60.0%		
	A	80.0%	B	50.0%
	F	66.7%	I	55.6%
	A	80.0%	G, I	60.0%
	C, E, G	45.5%		
	E, H, J	66.7%		
	D	60.0%	I	40.0%
	A	100.0%		
	A	50.0%	B	40.0%
	A	57.1%	F, G, I	42.9%
	D	62.5%	G	50.0%
	A	80.0%	D	60.0%
	G	88.9%	C	77.8%
	C	63.6%	G	54.5%

em

adequate resources

        - There were required to attend citizenship classes two nights a week with no transportation or babysitting reimbursement
        - These classes were in addition to supplementary training classes which the individual pursued on his own time in this organization
    - One director felt that purchases of non-consumable items in the last ninety days of program year were prohibited by a regulation
    - One director of a rural program said it was necessary to close the centers one day a week when the employees traveled to another city in order to receive supplementary training
        - He felt in this situation that the objectives of Career Development were in conflict with the overall objectives of Head Start
        - However, because of the Regional Office restrictions, he did not feel he had any options in providing the training nor any options in the scheduling
- A few organizations specifically had problems with the policy of hiring people and accepting children within a certain income level
    - They experienced complaints about discrimination by many who desire to work in or attend Head Start
    - It was reported that the policy does not make enough allowances for the large family which is just slightly above the acceptable income level
    - A Director in another program felt a certain percentage of over income children should be permitted in the classroom to provide balance and an enriched learning experience, but community pressures made it difficult to enroll over income children

(3) State Governmental Regulations Caused Problems in Some Head Start Programs

- Seven of seventy-five organizations cited state regulations as causing operational problems. Such problems increase the frustration which directors experience.
  - One example is the requirement that Head Start centers be licensed, when no similar requirement exists for public schools.
  - Another example is the regulation that employees are not granted compensatory time for nonpaid overtime hours worked
- Many complaints were voiced by organizations affiliated with the public school system
  - "The Board of Education does not follow the letter or the spirit of the Federal Guidelines or its contract with the grantee agency. There is great question whether the administrative procedures of the Board can be applied to Head Start and still have value for children, parents and community. Some Head Start classes have had five teachers in one year because lowered school enrollment was forcing out teachers of Head Start because they have less seniority. Community pleas for keeping a certain teacher were unheeded."-- A Current Employee
- There is a great deal of uncertainty about the eventual policy regarding the necessity of certification to become a Head Start teacher
  - 27% of the organizations interviewed required teachers to be certified
  - Regulations vary from program to program within a region, state and in one instance even within a city

  - 27% of the organizations interviewed required teachers to be certified
  - Regulations vary from program to program within a region, state and in one instance even within a city
- The impact of certification or noncertification requirements is felt to be considerable
  - Some programs feel the lack of certification impairs the quality of education
  - "We need to take a good look at promoting from within in terms of a quality. . . We need to start thinking about children again."-- A Current Employee
  - Those programs which do not require teacher certification tend to create more upward mobility and are less apt to be viewed as a dead end program
  - Some Directors were under the impression that it is an HEW requirement that teachers be certified in early childhood education as well as state certified. This causes the Director to go outside of the neighborhood to recruit professional workers, unbalancing the ethnic mix of the staff reflective of the community, another Head Start policy

(4) A Lack of Job Security Causes Tension and Frustration

- Twenty-one organizations responded that a lack of security about annual refunding caused problems
  - Employees stated that often they would not know until just prior to the beginning of the school year whether or not they had a job
  - In telephone interviews with former employees it was discovered that those who moved to the public school system primarily for better pay cited increased job security as a significant factor in changing jobs

- "Most of the dedicated people don't have the luxury of staying because one never can say for certain if the program will be refunded for the next year."--A Former Employee

(5) The Success of the Career Development Effort Was Not Directly Related to Outward Mobility But Was Perceived As a Plan on Paper More Than as an Actuality

- Directors in thirty-five organizations indicated that they felt that the career development ladder existed on "paper only."
    - Most employees never seem to reap the benefits of a realistic career development program
    - In at least three organizations career development plans were non-existent
    - Several plans were in the process of revision or implementation
- In several organizations where impressive career development efforts are underway, outward mobility still does not occur
    - This relates to the economic conditions of the labor market
    - It also relates to racial discrimination in the labor market in certain areas
- The director's own perception of the goal of career development tended to influence mobility throughout the organization
    - One director viewed Head Start as a manpower training program--her philosophy was up and out
    - Another director felt job training and career development should be handled by a separate manpower training program (e.g. WIN) and that Head Start should not be involved

- Employees appear to have both positive and negative feelings towards career development

- "I think one of the worst things some people running Head Start programs have done is to push a teacher up and out, even against her will. My district does not do that, but the fear that that might happen has been part of the reason I am not out of college."--A Current Employee

- "Seems I am undertrained or under-educated to teach in public school's (sponsored) Head Start but over-trained for most other jobs. I feel this Head Start program failed in up-grading me (one of Head Start's goals was to train and up-grade its employee participants) because it was not supportive of me and failed to go far enough in my education and now I am back on the welfare rolls."--A Former Employee

- "They have tremendous turnover because of their own guidelines. One says hire from the community, especially a parent. Another says start career development. Unless a woman has sixteen kids she can't be a parent and stay in career development long enough to advance to a higher level."--A Former Employee

- "I believe in the Head Start Program as stated in all the guidelines from Washington, but the programs on the county levels bear little resemblance to the guidelines. I met many low income people with high potential, but it takes more than that to administer a good program. Very little of the money and services ever reach the children."--A Current Employee

(6) Head Start Directors Influence Employee Morale and Upward Mobility but Not Outward Mobility

- Directors who were viewed as enthusiastic and committed to the goals of Head Start had a good working relationship with employees and more often encouraged promotions and upward mobility

- Directors who showed a reluctance toward the use of innovative techniques, an inability to spot and recognize personnel problems, and a tendency to hire from the outside were associated with organizations with little upward mobility and often poor employee morale

- Both extremes of managerial style, i.e., autocratic or laissez faire were found to exist in each of the situations described above. For example a director might run the organization with an iron fist but still command the respect and enthusiasm of his employees

(7) Working Conditions and Inadequate Facilities Were Said To Be Problems Which Led to Dissatisfaction with Head Start

- We found it extremely difficult to measure this variable, although it was a complaint which we heard often

  - Facilities were inadequate

    - Centers were too small

    - Centers were located in bad neighborhoods

    - Those centers located in churches had no playgrounds and materials had to be gathered and moved to another part of the church at the end of each week

    - Vandalism was a problem

- "My very specific reason for leaving had to do with the fact that the parents lacked respect for the staff, the staff sometimes lacked respect for the parents and by virtue of the location of the center, it was constantly being robbed. We were constantly understaffed so that I as well as others, had an overload of work."--A Former Employee

5. VARIABLES RELATED TO UPWARD MOBILITY

- Two variables were significant to upward mobility at the .90 confidence level
  - Type of Agency (Control variable)
  - Levels of Authority for Promotions (Project experience variable)
- Two variables were significant to upward mobility at the .75 confidence level
  - Program size, as represented by the stratum in which the program lies (Job environment variable)
  - Level of education (Control variable)

(1) Organizations With More Levels of Authority in Promotion Approval Experienced Higher Promotion Rates

- The average number of levels of approval in high promotion organizations was 2.8 and in low promotion organizations 1.9
- The data concerning this variable, strata, and type of agency, are shown in Exhibit XXXI, following this page
- The higher promotion organization had up to six levels of approval for promotions and salary increments
  - This might indicate that there is a relationship between the formality of the structure and upward mobility
  - These programs have more people involved (both employees and parents) and hence are much more actively promoting employees

HIGH PROMOTION ORGANIZATIONS	STRATA
Council of Affiliated Negro Organizations, Inc., Santa Ana, Calif.	B
Day Care Services for Children, Milwaukee, Wisc.	B
Bloomingdale Family Program, New York, N.Y.	A
West Lake Cumberland Area Development Council, Columbia, Ky.	C
Worcester School District, Worcester, Mass.	C
University of Missouri, Portageville, Mo.	B
Corona Norco Head Start, Corona, Calif.	B
Family Services, Inc., Winston-Salem, N.C.	C
Sussex County Community Action Agency, Inc., Georgetown, Del.	D
Shore Up, Inc., Salisbury, Md.	C
Marcy-Newberry Association, Chicago, Ill.	A
Alabama Council on Human Relations, Auburn, Ala.	B
Support Council on Preventive Effort (SCOPE), Dayton, Ohio	C
Atlantic Human Resources, Atlantic City, N.J.	B
Institute of Community Service, Rust College, Holly Springs, Miss.	B

EXHIBIT XXXI (1)

Office of Child Development
Department of Health, Education, and Welfare

SIGNIFICANT VARIABLES FOR HIGH & LOW PROMOTION PROGRAMS

TYPE OF AGENCY	LEVELS OF PROMOTION APPROVAL
Limited Purpose	2
Limited Purpose	3
CAP	6
CAP	4
Limited Purpose	1
Limited Purpose	3
Board of Education	1
CAP	2
CAP	3
CAP	2
Limited Purpose	1
Limited Purpose	4
CAP	4
CAP	4
Limited Purpose	2

LOW PROMOTION ORGANIZATIONS	STRATA
Higher Horizons Day Care, Bailey's Crossroads, Va.	A
Community Service Association, Jackson, Miss.	B
Bonner Springs School District #1, Bonner Springs, Ks.	C
Missouri Ozarks Economic Opportunity Corporation, Richland, Mo.	C
Cranston Community Action, Cranston, N.J.	D
Anderson County School District, Clinton, Tenn.	D
Mooresville Public Schools, Mooresville, N.C.	D
Garrett Keyser Butler School District, Garrett, Ind.	D
Muskegon Public Schools, Muskegon, Mich.	D
Coshocton County Headstart, Coshocton, Ohio	D
Kountze Independent School District, Kountze, Tex.	D
Clackamus County Headstart, Oregon City, Ore.	D
Coahoma Opportunity, Clarksdale, Miss.	B
Milwaukee Public Schools, Milwaukee, Wisc.	B
The Hilary School, Newark, N.J.	A

EXHIBIT XXXI (2)

ATA	TYPE OF AGENCY	LEVEL OF PROMOTION APPROVAL
	Limited Purpose	2
	CAP	2
	Board of Education	2
	CAP	1
	CAP	1
	Board of Education	2
	CAP	2
	Board of Education	2
	Board of Education	5
	CAP - delegate non-profit	2
	Board of Education	1
	CAP	2
	CAP	1
	Board of Education	1
	Limited Purpose	2

(2) Limited Purpose Organizations Experience Higher Promotion Rates Than School Systems

- The type of organization, a control variable, was found to be significantly related to promotion rates
    - Seven out of fifteen of the high promotion organizations were limited purpose organizations
    - Six out of fifteen of the lower promotion organizations were affiliated with Boards of Education
    - There were equal numbers of CAP organizations with both high and low promotion groups
- This situation might occur because limited purpose organizations are more responsive to the community and more flexible in their career development plans
- There are several barriers to promotions which arise in affiliations with public schools which were discussed in Section 4(2) and include:
    - Rigidity of school system
    - Certification requirements
    - Hiring of personnel at higher levels so that no positions are open to be recipients of promotions

(3) Promotion Rates Are Related to Strata or Size of Program

- At the .95 confidence level, the promotion rate by strata tended to be inversely related to size
- The promotion rates for each stratum are

- Stratum A	6.3%
- Stratum B	7.4%
- Stratum C	9.0%
- Stratum D	4.4%

- Eight out of fifteen of the low promotion organizations were located in Stratum D which represents the smallest organizations within the survey
  - Only one high promotion organization fell within Stratum D and was also a rural organization
- Small organizations have fewer people and therefor fewer positions into which people can be promoted

(4) Those Employees Who Have a Bachelor's Degree or Who Have Attended Graduate School Were Found More Frequently in Low Promotion Organizations

- The means of those employees with a B.A. or higher degree in high promotion programs was 17%
- The means of those employees with B.A. or higher degree in low promotion programs was 26%
- The difference was statistically significant at .75 confidence level
- It was our observation that considerably more promotions occurred on every level in programs in which educational standards were not high
  - In these organizations
    - Teacher aides were promoted to teachers
    - Non-degreed individuals served as component heads
  - In these same organizations, employees were not leaving because they were moving up within the Head Start organization

6. VARIABLES NOT RELATED TO UPWARD MOBILITY

- Tests of significance were made for each of the following variables
  - Budget cuts
  - Extent of Urbanization
  - Age
- Little or no statistical significance (i.e. less than .75) was associated with them

(1) Budget Cuts Did Not Affect Promotions

- There was no statistical evidence that budget cuts influenced upward mobility
  - An equal number of high promotion programs suffered cuts (3) as did low promotion
  - Twelve organizations in each group experienced no budget cuts
- Staff and positions being eliminated does not adversely affect mobility
- Furthermore, since training funds are separate from general funding, career development should be separate from budget levels

(2) The Urban/Rural Variable Was Not Related to Upward Mobility

- High and low promotion programs were equally located in urban and rural environments
- In high promotion programs, seven were urban and eight were rural
- In low promotion programs, six were urban and nine were rural

(3) Age Was Not Related to Upward Mobility

- There was no statistical significance between age and promotions
- Testing those under age thirty-five, there were no more in high than in low promotion programs

* * * *

This chapter has shown that turnover is primarily related to the extent of urbanization of the location (which causes differing labor market conditions), program budget cuts, levels of promotion authority (fewer levels were associated with higher turnover), and dissatisfaction with co-workers. Promotion rates are related to the number of levels of promotion authority in an organization and the type of organization. The impacts of turnovers and promotions are examined in the next chapter.

V. IMPACT OF MOBILITY

This chapter discusses the impact of three types of employee mobility in Head Start:

- Outward Mobility of Employees in Direct Provider Organizations
- Outward Mobility in Positions External to the Direct Provider Organizations
- Upward Mobility in Direct and Indirect Provider Organizations

The sections in this chapter are organized in accordance with the above three mobility categories.

The technique used in this chapter to measure responses by organization directors to questions concerning the impact of mobility is to report the percentages of the directors who gave answers which related to the extent of the impacts. To give statistical recognition to the size of the sample of directors responding to each question, we have tested the realness of each percentage by defining the true limits in which the actual percentage would lie (with .95 confidence) if one were to measure the responses of all organization directors. Consequently, wherever the terms "true value" or "true percentage" are cited in this chapter, they imply a realness at the .95 confidence level for the declared range of values.

1. OUTWARD MOBILITY OF EMPLOYEES IN DIRECT PROVIDER ORGANIZATIONS

The turnover of employees in organizations which directly operate Head Start centers may have an impact on the following three program elements:

- Program Quality
- Program Cost
- Upward Mobility in the Program

The turnover also impacts upon the departing employees themselves.

The extent of these impacts depends upon the rate of turnover and the types of positions being vacated. This section discusses the overall impact of outward mobility in high turnover direct provider organizations and the specific impact of outward mobility within the various components of all direct provider organizations.

(1) Turnover Generally Causes Little Impact on the Quality of Head Start Programs

- Turnover does not interfere significantly with the subobjectives of the program.
  - During the second half of the retrospective study, organization directors were asked if turnover interferes with the program's ability:
    - To support and accelerate the development of children

    - To strengthen the self-confidence, family confidence and community consciousness of children by letting them see parents and others in their community operate in situations of responsibility
    - To develop the community life of the parents
    - To provide a training ground for employees in the program to go into other gainful employment beyond what would have been possible without their participation in Head Start
  - Only six of fifty-one directors indicated any significant impact from turnover.
  - The true value of a significant impact on program subobjectives would lie in the range of 2% to 21% of Head Start organizations.
- Turnover has more impact on individual components than on the whole program.
  - Sixteen of fifty-three organization directors felt that at least one component in their program was affected significantly by turnover.
    - The true value of a significant impact on at least one program component would lie in the range of 17% to 43% of Head Start organizations.
    - Only four components were mentioned by the sixteen directors as receiving significant impact from turnover. (Some directors cited more than one component)
      - Education (9)

        - Administration (6)
        - Health (4)
        - Social Service (2)

    - The Confirmation of Employee Departure Questionnaire responses also indicated the greater impact upon components.

        - Exhibit XXXII, following this page, shows that only 12.6% of 538 former employee departures had a moderately or extremely harmful impact on their component.

        - The true value of the above would lie in the range of 9.6% to 15.4%.

        - Only 7.4% of the employee departures had a moderately or extremely harmful impact on the program as a whole.

        - The true value of the above would lie in the range of 5.2% to 9.8%.

    - The predominating response to employee departures was "no impact".

    - For every four responses indicating a "harmful" impact, there was a response which indicated a "helpful" impact from turnover.

- According to organization directors, supervisory and administrative personnel are the most important to the functioning of Head Start organizations; consequently, turnover in these positions has the greatest impact upon program operations.

    - Question 51 of the Delegate Agency Project Data Questionnaire asked directors to rank the importance of positions in terms of three index numbers:

        - (1) - Highest importance
        - (2) - Moderate importance
        - (3) - Lowest importance

EXHIBIT XXXII

Office of Child Development
Department of Health, Education and Welfare

IMPACT OF AN INDIVIDUAL EMPLOYEE'S DEPARTURE

QUESTION 11, IMPACT ON COMPONENT

HARMFUL (36.29%)				HELPFUL (9.1%)			
Mildly	Moderately	Extremely	Degree Not Specified	Mildly	Moderately	Extremely	Degree Not Specified
21.7%	10.2%	2.4%	2.2%	2.0%	3.5%	1.3%	2.0%

NO IMPACT	NO ANSWER
43.7 %	11.0%

QUESTION 12, IMPACT ON PROGRAM

HARMFUL (26.2%)				HELPFUL (7.1%)			
Mildly	Moderately	Extremely	Degree Not Specified	Mildly	Moderately	Extremely	Degree Not Specified
17.5%	6.1%	1.3%	1.3%	1.9%	2.6%	0.7%	1.9%

NO IMPACT	NO ANSWER
54.6%	12.1%

- Exhibit XXXIII, following this page, shows how frequently each Head Start position was declared to be among the most important to the functioning of the organization; for example, in 93.1% of the 101 organizations in which a measurement of importance was assigned to the Director, that measurement was "1" -- highest importance.
    - Professional positions are more important than paraprofessional positions to the functioning of the organization.
    - In the ranking of highest importance, thirteen professional positions are cited before the first paraprofessional position is included.

- Most of the positions vacated by turnover have been filled.
    - The current status of 468 positions formerly held by employees who have left Head Start organizations, is as follows: (Confirmation of Employee Departure Questionnaires, Question 13)
        - Filled from within--38.5%
        - Filled by external hire--48.9%
        - Vacant--2.8%
        - Abolished--9.8%
    - Although most organizations have policies to promote employees into vacant positions, there is a 95% confidence level that more positions are filled by external hire than by filling from within.
    - The true value of "filled from within" is in the range of 34.0% to 43.0%.
    - The true value of "external hire" is in the range of 44.3% to 53.5%.

EXHIBIT XXXIII

Office of Child Development
Department of Health, Education and Welfare

IMPORTANCE OF POSITIONS TO THE FUNCTIONING OF HEAD START ORGANIZATIONS

Position	Number of Times Reported	Percent Declared"1"
1. Director	101	93.1%
2. Supervisory Teacher	31	90.3%
3. Teacher	106	86.8%
4. Education Director	56	82.1%
5. Nutrition Director	16	75.0%
6. Medical Director	15	73.3%
7. Finance/Business Manager	33	72.7%
8. Nurse Supervisor	10	70.0%
9. Social Service Director	31	67.7%
10. Nurse	36	63.9%
11. Nutritionist	19	63.1%
12. Parent Coordinator	40	60.0%
13. Social Worker	56	57.14%
14. Cook	80	56.25%
15. Child Care Coordinator	11	54.55%
16. Clerical/Secretary	104	57.88%
17. Driver	31	45.16%
18. Custodian	61	44.26%
19. Volunteer Coordinator	17	41.2%
20. Community Aide	79	40.5%
21. Teacher Aide	115	39.1%
22. Assistant Director	15	33.3%
23. Resource Teacher	9	33.3%
24. Psychiatrist	16	31.3%
25. Health Aide	29	31.0%
26. Training Coordinator	15	26.7%
27. Other Coordinator	16	25.0%

Source: Delegate Agency Project Data Questionnaire, Question 51.

(2) Turnover Is Not a Significant Cost to the Head Start Program

- Even in high turnover organizations, only a small portion of the director's time is expended in recruiting to fill vacated positions.
  - The average percent of a director's time devoted to recruiting among the fifteen highest mobility agencies is 5.7%.
  - The percentages of director's time devoted to recruiting range from 0% to 25%.
- Most employees can become fully effective in a new position in less than four months.
  - The responses to Question 15 of the Confirmation of Employee Departure Questtionnaire provided estimates of the time to become fully effective in the 538 vacated positions reported upon:
    - Zero months--29.3%
    - One month--40.8%
    - Two or three months--23.0%
    - Over three months--6.8%
  - The responses to Question 51 of the Delegate Agency Project Data Questionnaire of high turnover organizations indicated that certain positions required a greater median number of months on the job experience before the replacement could assume full responsibility.
    - Exhibit XXXIV, following this page, shows that the positions of Medical Director, Social Service and Supervisory Teacher require the most "break-in" time for replacements.
    - These positions all fall into the Administrative and Supervisory classifications of personnel which were previously indicated to be of the highest importance to Head Start organizations.

EXHIBIT XXXIV

Office of Child Development
Department of Health, Education and Welfare

TIME REQUIRED TO BECOME FULLY EFFECTIVE IN A POSITION

POSITION	Median Number of Months	Number of Estimates for This Position
Medical Director	12	1
Social Service Director	9	2
Head Start Director	7.5	10
Office Manager	6	3
Supervisory Teacher	6	3
Education Director	4.5	6
Nutritionist	4.5	2
Volunteer Coordinator	4.5	2
Secretary	4	10
Parent Coordinator	3	3
Cook Aide	3	6
Social Worker	3	8
Teacher	3	13
Teacher Aide	3	13
Bookkeeper	2.5	4
Community Aide	2	6
Custodian	2	7
Supervisory Nurse	2	1
Receptionist	2	1
Cook	1.5	7
Driver	1	5
Health Aide	1	3
Nurse	1	8

- Replacements can usually be found in less than two months.

  - For the 538 positions associated with the former employees covered by the Confirmation of Employee Departure Questionnaire, the Question 14 responses contained the following distribution of time to find replacements to fill the positions.

    - Zero months--40.3%
    - One month--45.5%
    - Two or three months--11.9%
    - Over three months--2.2%

    The true percentage of responses less than two months lies in the range of 82% and 89%.

- It usually costs $100 or less to find and train a replacement.

  - For the 455 responses to Question 17 of the Confirmation of Employee Departure Questionnaire, the following distribution of estimated costs to find and train a replacement occurred:

    - No cost--71.2%
    - $1 - 100--15.8%
    - $101 - 250--7.7%
    - $251 - 500--3.7%
    - $501 - 1000--1.3%
    - Over $1000--0.2%

  - The true percentage of replacements costing $100 or less lies in the range of 83.8% to 90.2%.

- Replacements usually spend no more than 40 hours in formal training for their new positions.

  - The true percentage of replacements receiving less than nine hours training lies in the range of 43.6% to 52.2% and of receiving from 9 to 40 hours training lies in the range of 37.0% to 45.6%.

(3) Lack of Turnover Does Not Necessarily Obviate the Possibility of Promotions

- As discussed in Chapters III and IV, the evidence shows that high turnover organizations tend to have high promotion rates and low turnover organizations tend to have low promotion rates.
- Head Start Directors feel, moreover, that lack of turnover does hamper their ability to give promotions.
  - Out of 66 recorded responses to questioning this relationship in Director interviews, 57 Directors claimed that low turnover did hamper efforts to promote employees.
  - The true percentage of directors who feel that low turnover causes low promotion rates lies in the range of 77.9% to 94.8%.
- Between the ranges of very high turnover and very low turnover organizations, however, it is the differing emphasis on Career Development among Head Start programs which may determine whether the lack of turnover forecloses the option of promoting employees or not.
- In many cases where positions are vacated, directors feel that it is in the best interest of program quality to hire the replacement from outside the program. It was shown previously that more positions are filled from outside Head Start than from within.

(4) Approximately 55% of Former Head Start Employees Are Currently Employed

- Of the 734 former employees who responded to the questionnaire, 410 are currently employed.
  - The true percent currently employed lies in the range of 52.2% to 59.5%.
  - The true percent currently seeking a job lies in the range of 26.3% to 33.1%.
  - The true percent not employed and not looking for a job lies in the range of 11.8% to 17.0%.
- Head Start served as a springboard for a little over half of the 410 former employees who are now employed.
  - The true percent of the currently employed Head Start former employees who are now in jobs similar to their former positions in Head Start lies in the range of 48.7% to 58.6%, based on responses to the Former Employee Questionnaire.
  - Based on results of telephone interviews with former employees as shown in Exhibit XXXV, following this page, the true percent of currently employed Head Start former employees who are now in jobs similar to their former positions in Head Start lies in the range of 45.4% to 56.6%.
  - The true percent of currently employed Head Start former employees who found Head Start training to be helpful in their current position lies in the range of 53.9% to 63.6%.
  - The true percent of currently employed Head Start former employees who have a higher salary now than when in Head Start lies in the range of 53.4% to 63.2%.

	Number Interviewed	Unemployed	Current Job Similar To Headstart	Current Job More Responsible Than Headstart	Curren Unli Heads
Region I					
Prof	22	10	9	1	2
%		45%	41%	6%	9
Para	16	9	1	0	6
%		56%	6%	0	38
Total	38	19	10	1	8
%		50%	26%	2%	21
Region II					
Prof	30	1	12	6	9
%		3%	40%	20%	30
Para	15	4	4	4	2
%		27%	27%	27%	13
Total	45	5	16	10	11
%		11%	36%	22%	24
Region III					
Prof	21	8	2	1	7
%		38%	10%	4%	33
Para	27	7	3	3	10
%		26%	11%	11%	37
Total	48	15	5	4	17
%		31%	10%	8%	35
Region IV					
Prof	77	25	23	8	16
%		32%	30%	10%	20
Para	67	22	10	3	21
%		33%	15%	4%	31
Total	144	47	33	11	37
%		33%	23%	7%	26
Region V					
Prof	63	12	26	4	9
%		19%	41%	6%	14
Para	63	27	19	3	5
%		46%	28%	5%	7
Total	126	39	45	7	14
%		31%	36%	6%	11

EXHIBIT XXXV (1)

Office of Child Development
Department of Health, Education and Welfare

EMPLOYMENT STATUS OF FORMER EMPLOYEES INTERVIEWED

Current Job Unlike Headstart	No Information	Employed By Headstart
2	0	0
9%	0	0
6	0	0
38%	0	0
8	0	0
21%	0	0
9	1	1
30%	3%	3%
2	1	0
13%	6%	0
11	2	1
24%	47%	27%
7	1	2
33%	4%	10%
10	2	2
37%	7%	7%
17	3	4
35%	6%	8%
16	1	4
20%	1%	5%
21	8	3
31%	12%	4%
37	9	7
26%	6%	4%
9	3	9
14%	5%	14%
5	6	3
7%	9%	4%
14	9	12
11%	7%	10%

	Number Interviewed	Unemployed	Current Job Similar To Headstart	Current Job More Responsible Than Headstart
Region VI				
Prof	11	6	3	0
%		55%	27%	0
Para	13	5	6	0
%		38%	46%	0
Total	24	11	9	0
%		41%	35%	6%
Region VII				
Prof	7	1	4	1
%		14%	57%	14%
Para	10	6	2	0
%		60%	20%	0
Total	17	7	6	1
%		41%	35%	6%
Region VIII				
Prof	9	5	2	2
%		56%	22%	22%
Para	19	17	1	1
%		89%	5%	5%
Total		22	3	3
%		79%	11%	11%
Region IX				
Prof	22	5	11	2
%		23%	50%	9%
Para	14	6	3	1
%		43%	21%	7%
Total	36	11	14	3
%		31%	39%	8%
Region X				
Prof	37	12	14	8
%		32%	38%	22%
Para	28	15	7	3
%		54%	25%	11%
Total	65	27	21	11
%		42%	32%	17%
Total All	571	203	162	51
Regions		36%	28%	9%

b sible art	Current Job Unlike Headstart	No Information	Employed By Headstart
	2	0	0
	18%	0	0
	2	0	0
	15%	0	0
	4	0	0
	18%	0	0
	1	0	0
	14%	0	0
	2	0	0
	20%	0	0
	3	0	0
	13%	0	0
	0	0	0
	0	0	0
	0	0	0
	0	0	0
	0	0	0
	0	0	0
	4	0	0
	18%	0	0
	4	0	0
	29%	0	0
	8	0	0
	22%	0	0
	1	0	2
	3%	0	5
	3	0	0
	11%	0	0
	4	0	2
	6%	0	3%
	106	23	26
	19%	4%	5%

- Head Start was the first job for about the same percentage of former employees as current employees.
    - The true percent of current employees for whom Head Start was the first job lies in the range of 16.7% to 19.8%.
    - The true percent of former employees for whom Head Start was the first job lies in the range of 17.1% to 23.2%.
    - For the former employees for whom Head Start was the first job, the true percent now employed lies in the range of 42.7% to 59.4%.
- Former Head Start employees are often employed in the fields of education, child care, and social work.
    - Exhibit XXXVI, following this page, shows the distribution of current jobs of 396 former employees.
    - Public school teaching and clerical and administrative positions are the predominant jobs currently held.
- Employees in the Education component receive the most extensive supplementary training during their employment in Head Start.
    - Exhibit XXXVII, following Exhibit XXXVI, shows the distribution of components for those current employees who have received various amounts of supplementary training.
    - Fifty-eight percent of the current employees who have received 1-15 credit hours of training are in the Education component, but 78% of the current employees who have received over 60 credit hours of supplementary training are in Education.

EXHIBIT XXXVI

Office of Child Development
Department of Health, Education and Welfare

POSITIONS NOW HELD BY FORMER HEAD START EMPLOYEES

PERCENT	POSITION
3.5%	Nursery School Teacher
7.1%	Teacher Aide
1.5%	Babysitting
12.4%	Clerical/Bookkeeping/Secretary
1.3%	Teacher Retarded Children
20.5%	Public School Teacher
2.3%	Cook/Cook Aide
0.5%	Driver
3.5%	Caseworker
8.8%	Other Education
0.5%	Volunteer
5.8%	Maintenance and Service
3.5%	Community Aide
10.4%	Administration
2.3%	Health
0.5%	Farming
2.8%	Insurance
0.3%	Food
2.5%	Beautician
3.3%	Factory Worker
2.3%	Mental Health
1.3%	Other professional
2.8%	Other Service
99.7%	

EXHIBIT XXXVII

Office of Child Development
Department of Health, Education and Welfare

EXTENT OF SUPPLEMENTARY TRAINING BY COMPONENT

	CREDIT HOURS OF SUPPLEMENTARY TRAINING			
	1-15	16-45	46-60	Over 60
Education	58%	57%	59%	78%
Health	2%	12%	3%	0
Volunteer Services	0	0	0	0
Social Services	11%	11%	7%	5%
Nutrition	5%	2%	5%	0
Staff Training	1%	2%	3%	2%
Psychological Services	0	0	0	0
Parent Involvement	1%	3%	9%	7%
Administration	18%	9%	7%	5%
Component Not Identified	4%	4%	7%	3%
	100%	100%	100%	100%

2. THE IMPACT OF TURNOVER IN POSITIONS EXTERNAL TO DIRECT PROVIDER ORGANIZATIONS

There are several types of positions which have the potential to disrupt program operations when vacancies occur in them. They are:

- Head Start Staff of Grantees Who Are Indirect Providers
- Regional Training Officer
- Regional/Community Representatives
- Other Regional Personnel

Our findings indicate that significant impairments of program operations do not occur because of turnover in the above positions. The following paragraphs address the reasons why there is little apparent impact from such turnover.

(1) Delegate Agency Employees Consider Grantee Agencies To Be Controllers of the Purse Strings More Than To Be Providers of Technical Assistance

- The core services provided by the grantee indirect providers are concentrated in the Staff Training and Administration Components. (Note that administrative and supervisory positions were previously cited as being the most important within direct provider organizations)

- Of seven grantee indirect providers, the following numbers of those organizations provide core services in each of the components.

  - Education--2
  - Health--2
  - Volunteer Services--2
  - Social Services--1
  - Parent Involvement--3
  - Nutrition--1
  - Staff Training--6
  - Administration--6
  - Psychological Services--1

- Disruptions can occur when the incoming grantee administrator sets new policies regarding the allocation of funds.

(2) Regional Training Officers Provide Limited Service to Head Start Organizations

- None of the fifteen highest mobility organizations was able to indicate without limitations that its regional training officer was effective. (Delegate Agency Project Data Questionnaire, Question 47)

  - Effective, with limitations--60%
  - Not effective--33%
  - No response--7%

- Most of the limitations concerned the availability of the Regional Training Officer.

- As discussed in Chapter IV, a statistical analysis showed that there was no relationship between the effectiveness of the RTO and turnover.

(3) HEW Representatives Serve So Many Programs That They Can Make Only a Limited Contribution to the Programs

- Organization directors stated that the community representatives visited their programs infrequently.

- Directors did not consider community representatives to be very effective; discussions with fifty directors resulted in the following distribution of responses:
    - Ineffective--46% (True value in the range of 31.9% to 60.1%)
    - Fairly effective --40% (True value in the range of 26.1% to 53.9%)
    - Very effective--14% (True value in the range of 4.2% to 23.8%)
- Turnover of community representatives causes no problems in about half the organizations; discussions with 70 directors resulted in the following distribution:
    - No problems--53% (True value in the range of 40.9% to 64.8%)
    - Some problems--20% (True value in the range of 10.4% to 29.6%)
    - Many problems--27% (True value in the range of 16.5% to 37.8%)

3. IMPACT OF UPWARD MOBILITY

A lack of upward mobility can cause turnover and also have impact on those employees who remain in the program.

(1) Employees Who Leave Head Start Have Experienced Less Mobility Within Head Start Than Those Who Remain

- Former Employees had fewer positions in Head Start than current employees.

- Exhibit XXXVIII, following this page, shows that the proportion of current employees who have held three or four positions is over 50% greater than the proportion of former employees who have held that many positions.

- At the 95% confidence level, this difference between current and former employees is significant.

(2) Lack of Upward Mobility Can Cause Resentment and Declining Initiative for Current Employees To Improve Their Capabilities

- Employees in low promotion organizations complain that there is not a fair opportunity to get better positions.

    - In the fifteen highest promotion organizations, 54% of the current employees felt that there was a fair opportunity.

    - In the fifteen lowest promotions organizations, only 41% of the current employees felt that a fair opportunity existed.

    - These expressed differences are significant at the 95% confidence level.

- Employees in high promotion organizations are more likely to have had more supplementary training than those in low promotion organizations.

    - In the fifteen highest promotion organizations, 77% of the current employees had fewer than 11 credit hours of supplementary training.

    - In the fifteen lowest promotion organizations 84% of the current employees had fewer than 11 credit hours of supplementary training.

EXHIBIT XXXVIII

Office of Child Development
Department of Health, Education and Welfare

INTERNAL MOBILITY DIFFERENCES BETWEEN CURRENT AND FORMER EMPLOYEES

	NUMBER OF POSITIONS IN HEAD START				
CURRENT EMPLOYEES	1	2	3	4	Total Employees
NUMBER	1418	832	266	134	2650
PERCENT	53.5%	31.4%	10.0%	5.1%	100.0%
FORMER EMPLOYEES					
NUMBER	413	254	54	15	736
PERCENT	56.1%	34.5%	7.3%	2.0%	99.9%

- These differences are significant at the 90% confidence level.
- In the high promotion organizations, a greater proportion of the employees received 11 through 45 credit hours of supplementary training; the proportions were the same for those receiving more than 45 credit hours.
- Although the differences in extents of supplementary training can be partially explained by greater accessibility to colleges in the more urban higher promotion organizations, many current employees interviewed stated that they believed that there were no rewards for completing college work.

* * * *

This chapter shows that there is little impact upon the program quality or cost from turnover of either direct provider personnel or other Head Start related personnel, but that there are impacts upon Head Start employees themselves from low turnover and low promotion situations, e.g., employee resentment or lack of incentives to pursue additional education. The next chapter discusses opportunities for improving policies which affect Head Start employees.

VI. RECOMMENDATIONS

Data presented in earlier chapters show that the amount of employee mobility in Head Start programs does not appear to be great enough to be considered a major problem in Head Start. At the same time, this study has identified certain conditions which relate either directly or indirectly to employee mobility in this study. Recommendations to improve these conditions are discussed under the following topics in this chapter:

- Reducing turnover in critical positions
- Improving employee morale
- Improving upward mobility rates

1. REDUCING TURNOVER IN CRITICAL POSITIONS

- Directors, supervisors, and other administrative personnel are felt by the directors of Head Start organizations to be in the most critical positions.
- These personnel feel severe pressure from the dilemma of uncertain and relatively inflexible funding while they are held accountable for providing services in a manner acceptable to HEW, Boards of Directors, and Parent Councils.
- There are actions which can be taken to facilitate the work of the directors and their immediate staffs.

(1) Simplify and Expedite the Process of Grant Renewal To Minimize the Annual Refunding Insecurity Crisis

- Some employee salaries have not been paid when scheduled because of the year-to-year disruption of program operations.
- There is additional insecurity caused simply by lack of availability of current information to the programs about refunding.
- When the directors lack information or receive frequently changing information, they lose credibility with their employees.

(2) Examine the Possibility of Expanding the Number of Community Representatives So That the Programs Can Have More Frequent Direct Access to HEW

- Many community representatives said they had time to visit each program only once a year. The infrequent visits were also mentioned by the organization directors.
- The community representatives need to have more technical and management training in the Regional Office so that they can provide the additional assistance to the programs which the organization directors would like to have.

(3) Launch an Effort To Improve Communications of Head Start Policies to the Programs

- This effort should include the reproduction and forwarding of complete copies of the current Head Start Manual.
  - Head Start policies should be communicated directly to all organizations, including delegate agencies

- New policies should be accompanied by suggestions of how to contend with problems associated with their implementation, e.g., the extent to which facilities should be altered to serve handicapped children.

(4) Introduce More Flexibility Into the Program Budgets

- Instead of having many children crowded into a teacher's private automobile to get to school, allow the program to decide if it needs to spend some of its budget on buses.

- Allow greater program flexibility in allocating monies to repairs and renovations.

2. IMPROVING EMPLOYEE MORALE

- In the organizations with the highest turnover, morale problems were evidenced by employee dissatisfaction with fellow workers.

- Although employee dissatisfaction in Head Start typically does not express itself in the form of resignations from the programs, there appears to be a latent desire to leave if better jobs become available in the field of child development. At the same time, it can be assumed that dissatisfaction of this kind has some impact on program quality and content.

- The following paragraphs discuss recommendations to alleviate some of the sources of dissatisfaction.

(1) Funds Should Be Sought To Enable Programs To Give Cost-of-Living Increases

- The stagnant salaries for many employees over a period of three or four years have simply become a hardship on them in the face of rising consumer costs.

- If the raises are not given, however, most employees will still remain in Head Start because they enjoy working with children and because they do not have alternative opportunities in the same field.

(2) Communications Need To Be Improved Within Head Start Programs

- Program directors and supervisors need to:

    - Do a better job of demonstrating an understanding of the problems of their employees; this includes listening to them.

    - Communicate more clearly the reasons for, and ramifications of, policy changes.

    - Show more evidence that all employees have a fair chance to advance in the program.

- To assist program directors and other key supervisory personnel in accomplishing these improvements, a training program in administration should be offered.

- We recommend undertaking a study of the feasibility of directly funding delegate agencies in some of the largest Head Start programs and of eliminating their grantees as intermediaries.

    - The grantee assistance is costly, but not viewed as highly beneficial by delegate agency directors.

  - The existence of grantee organizations separate from delegate agencies invites continual problems in coordination and communications between grantees and delegate agencies.

(3) Employees in Components Need To Be Given a Greater Feeling of Being Part of the Entire Head Start Effort

- Regardless of whether an employee gives favorable or unfavorable comments regarding his experience in Head Start, he is quite likely to say that he feels very helpful to his program.
- At the same time, however, employees frequently view their own components in isolation from other components.
  - Employees feel that they must compete with other component employees for the director's attention.
  - Cross-component training should be given to improve the staff teamwork and to provide additional skills, such as social work training for teachers to improve their effectiveness in communicating with Head Start parents in their homes.

3. IMPROVING UPWARD MOBILITY RATES

- Because some programs have been able to maintain relatively high promotion rates despite low turnover, we conclude that it is possible to initiate effective Career Development efforts, at least in all but the Stratum D-sized programs, which have very small staffs.
- The following paragraphs discuss some options for improving the rates of upward mobility.

(1) Information Concerning "Successful" Career Development Activities Should Be Distributed to All Programs

- Some programs have been particularly effective in creating linkages with nearby colleges and in instilling a desire in their employees to pursue additional education.
- Programs of this type should be identified by OCD on a national basis. Their methods of implementing their career development efforts should be disseminated to other programs as models.

(2) Rewards Should Be Given to Employees for Improving Their Educations and Skills

- In programs in which raises and promotions were given infrequently, many employees did not feel that it was worthwhile to make the sacrifices necessary to pursue an education while working full-time, and often while needing to meet family responsibilities as well.
- Salary increases should be available to be awarded to employees who receive academic degrees while working in Head Start.

(3) Certain Entry-Level Positions Need a Clearer Avenue of Advancement

- Health Aides should have more opportunities to advance their capabilities and responsibilities
- Bus Drivers/Custodians should feel that good performance can be rewarded by a transfer into other components, e.g., the Education component if they want to work in the classroom.

* * * *

Head Start organizations, like other organizations, must be attentive to providing the environment in which its employees can work productively. Such an environment is dependent upon a demonstrated concern for the needs of employees by management at all levels--HEW National Headquarters, HEW Regional Offices, grantee agencies and delegate agencies. The recommendations proposed in this chapter provide options for addressing such needs.

GLOSSARY

Confidence Interval--The upper and lower limits within which a parameter is expected (with some degree of confidence) to be contained.

Confidence Level--The degree of confidence associated with a confidence interval. If one constructs many 75% confidence intervals and each time asserts that the interval encloses the true value of the statistical quantity being estimated, then three out of four such assertions will be correct.

Contingency Table--A two-way table of counts. A Chi-Square test is employed to judge whether the difference in the counts from row to row are consistent from column to column or vice versa.

Delegate Agency--An organization within a Head Start program to which the grantee has delegated funds for the operation of one or more Head Start centers.

Direct Provider--A Head Start organization which has direct responsibility for operating one or more Head Start centers. Both grantee and delegate agencies can be direct providers. A grantee which operates some centers itself is considered a direct provider even if it delegates the operation of other centers to delegate agencies.

Grantee Agency--The organization which has been designated by the Office of Child Development as the primary recipient of funds for a Head Start program.

Indirect Provider--A Head Start grantee agency which monitors and coordinates the operations of one or more delegate agencies, but which does not directly operate Head Start centers itself.

Lateral Transfer--An employee who leaves Head Start for a similar job elsewhere at approximately the same organizational and salary level.

Organization--Any one of the entities involved with a particular Head Start program, including the grantee agency or any one of the delegate agencies under the grantee. Because individual organizations within a given program exhibit different characteristics, this study analyzes the causes of mobility by organization rather than by program.

Outward Mobility--The separation of employees from Head Start programs due to termination, resignation, or lateral transfer. Outward mobility is used interchangeably with turnover.

Paraprofessional Employee--An employee in one of the following positions, regardless of background or training, is considered a paraprofessional for the purpose of this study: teacher's aide, social worker aide, health aide, nutritionist aide, other aide categories, cook, secretary, clerk, driver, maintenance worker.

Professional Employee--An employee in one of the following positions, regardless of background or training, is considered a professional for the purpose of this study: administration, component director, teacher, psychologist, counselor, speech therapist, social worker, consultant, physician, dentist, nurse, physical therapist, nutritionist.

Program--The Head Start staff and activities of a grantee agency and of each of its associated delegate agencies.

Program Year (PY)--The twelve month period beginning with the month a Head Start Program's grant is received or renewed. Mobility data has been gathered on a Program Year basis rather than on a Federal Fiscal Year basis because it was found that most programs record data in this manner and because the term Program Year was felt to be more familiar to Head Start personnel.

Promotion--The upward movement of Head Start employees from one job category to another accomplished by additional responsibility. The total promotions for a given program year are obtained from the Project Data Questionnaires as the sum of promotions within components and promotions from one component to another.

Promotion Rate--A percentage determined by dividing the number of promotions in a program over a given time by a program's average staff size during that time. For each program year a program's promotion rate is found from the Project Data Questionnaires by dividing the total promotions for that year (defined above) by the total staff positions in that year. The three year average promotion rate is determined by dividing the sum of the promotions in each year by the sum of the staff position in each year. This quotient is an annualized rate which may be described as the average yearly turnover rate observed during the three-year reporting period.

Stratified Sample--For this study, a random sample of programs selected from each of four independent segments (or strata) of the total population of full-year Head Start programs. Each segment represented approximately 25% of the total dollar value of Federal Head Start grants in 1971. This type of sample allowed a greater representation of large programs in the sample than would have been the case under a nonstratified sample.

T-Test--A test statistic employed for judging whether the population mean for one population is the same as the population mean for another on the basis of random samples from the two populations.

Trend--A statistical assessment of the realness of the difference between the observed mobility rates between PY 70 and PY 72, using the PY 71 mobility rate to obtain a measure of error. The statistical assessment is accomplished by constructing an interval around the observed difference wherein one would expect the true value of the difference to lie with 80% confidence. If the interval does not enclose zero, the difference is judged to be real. In using this procedure, one will wrongly assert that there is a real difference, when in fact there is none, one in five times. If the interval does not bracket zero, the trend is said to be rising if the PY 72 mobility rate is in excess of the PY 70 mobility rate; otherwise, it is said to be falling.

Turnover--The separation of an employee from the program with which he has been employed. The total turnover for a given program year is obtained from the Grantee and Delegate Agency Project Data Questionnaires as the sum of losses due to lateral transfer and losses due to resignation and termination for that year.

Turnover Rate--A percentage determined by dividing the number of turnovers in a given time by a program's average staff size during that time. For each program year a program's turnover rate is found from the Project Data Questionnaires by dividing the total turnovers for that year (defined above) by the total staff positions in that year. The three year average turnover rate is determined by dividing the sum of the turnovers in each year by the sum of the staff positions in each year. This quotient is an annualized rate which may be described as the average yearly turnover rate observed during the three-year reporting period.

Upward Mobility--The upward movement of Head Start employees from one job category to another, accompanied by additional responsibility. Upward mobility is used interchangeably with promotions.

Weighted Total Turnover and Promotion Rates--The weighted total turnover rate for all programs is found by a three-step process. First a turnover rate for each stratum is calculated by dividing the total turnovers for all programs in the stratum by the total staff positions for those programs. Next the turnovers and staff positions in each stratum are multiplied by a weighting factor which is the ratio of all Head Start programs in that stratum divided by the number of programs for which mobility data were reported. Finally, the sum of the weighted turnovers for all strata is divided by the sum of the weighted staff positions for all strata. The weighted total promotion rate is calculated analogously.

APPENDIX B

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OMB No. 85-S72023 **APPENDIX B (1)**
Column Punch

SURVEY I.D. ____________

GRANTEE AGENCY PROJECT DATA QUESTIONNAIRE
HEAD START EMPLOYEE MOBILITY STUDY

This questionnaire should be completed by the Head Start Program Director of the Grantee Agency. Its purpose is to gather factual information about employment mobility of Head Start program staff and its causes in order to improve the Head Start program and its policies.

1. The name of this agency is

____

2. Does your grantee agency provide core services for delegate agencies? (check all that apply)

	Provides Overall Direction Only	Service Operated Directly by Grantee Staff	Grantee Contracts for Service to Organization or Consultant Other Than Delegate Agency	Grantee Has Negotiated With Outside Agencies To Have These Services Provided Without Cost
Education and Daily Activities Program	___	___	___	___
___ Planning	___	___	___	___
___ Curriculum development	___	___	___	___
___ Equipment purchasing	___	___	___	___
Health Services Program	___	___	___	___
___ Comprehensive Health Service	___	___	___	___
___ Dental Program	___	___	___	___
___ Speech, Hearing, and Language Services	___	___	___	___
Volunteer Services	___	___	___	___
___ Recruitment	___	___	___	___
___ Coordination	___	___	___	___
Social Services Program	___	___	___	___
Parent Involvement Program	___	___	___	___
Nutrition Program	___	___	___	___
___ Menu planning	___	___	___	___
___ Cook training and supervision	___	___	___	___
___ Food preparation	___	___	___	___
___ Food purchasing	___	___	___	___
Training and Administration	___	___	___	___
___ Pre-service training	___	___	___	___
___ In-service training	___	___	___	___
___ Supplemental training	___	___	___	___
___ Career development planning	___	___	___	___
___ Personnel selection and recruiting	___	___	___	___
Psychological Services	___	___	___	___

3. Our grantee agency staff recruiting philosophy is generally to: (select one)

_____ Promote from within the grantee or delegate agencies if we can

_____ Advertising openly with hire of best candidate applying

APPENDIX B(2)

Column Punch

4. Please attach a copy of your staff selection criteria and a copy of the job descriptions for each position with the qualification needed to achieve salary increase steps in the ranges given above. If your agency does not have written material, please indicate here.

____ No grantee agency selection criteria other than OCD or OEO manuals

____ No separate grantee agency job descriptions

____ No written qualification for salary increases

5. In addition to salary, what fringe benefits do you offer?

____ Annual leave: ____ weeks

____ Health insurance

____ Life or accident insurance

____ Paid sick leave

____ Other (SPECIFY): ________________________

6. Are benefits offered to:

____ All full-time staff

____ All part-time staff

7. Approximately what percentage of salaries does the fringe benefit package represent?

About ____%

8. In competing in the labor market for grantee agency Head Start staff, who are your strongest competitors?

Professional Staff (a)

____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and programs
____ Other (SPECIFY): ________________________

____

Paraprofessional Staff (a)

____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and programs
____ Other (SPECIFY): ________________________

____

Note (a) For purposes of this survey, the categories of professional and paraprofessional personnel will be divided in accordance with the list on the following page. If you have people in positions not listed, please apply your own definition for them.

PROFESSIONAL

- Administrative
- Teacher
- Psychologist
- Counselor
- Speech Therapist
- Social Worker
- Consultant
- Physician
- Dentist
- Nurse
- Physical Therapist
- Nutritionist

PARAPROFESSIONAL

- Secretary, Clerk
- Teacher's Aide
- Social Worker Aide
- Health Aide
- Nutritionist Aide
- Cook
- Driver
- Maintenance Worker

Column Punch

9. When you lose personnel by resignation or transfer of the staff member, do they primarily take jobs in the agencies shown in Question 8?

☐ Yes ☐ No

10. If the answer to Question 9 is "No," please list the type of organizations to whom you lose staff.

____

____

____

11. Approximately what fraction of the project director's time is spent in staff selection and recruiting in a typical year?

About ____ %

12. If additional staff members have this duty and/or interview prospective employees for the grantee agency staff, please state the approximate total amount of their time spent in a typical year.

About ____ man-months of time per year

13. In the past two Federal fiscal years, have you had to terminate grantee agency staff due to budgetary limitations?

☐ Yes ☐ No

14. If yes, to the best of your knowledge, did these staff have difficulty finding new employment in the community?

☐ Yes ☐ No

15. To the best of your knowledge, in what types of agencies did these terminated staff find new employment?

Professional Staff

____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and programs
____ Lateral transfer within the grantee agency
____ Other (SPECIFY): ______________________________
____

Paraprofessional Staff

____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and programs
____ Lateral transfer within the grantee agency
____ Other (SPECIFY): ______________________________
____

APPENDIX B(5)

Column Punch

16. Please provide the following information regarding all grantee agency staff funded by Head Start. On the next two pages, the following definitions apply to the information requested:

> Promotions mean the upward changing of job category--for example, Secretary to Assistant Administrator.
>
> Lateral transfers mean those transfers at approximately the same organizational level and salary level.
>
> "PY" means your program year. For example, PY 72 refers to the program year whose last month ends in 1972. If PY 72 is not over at the present time, please use estimates to complete the mobility information for the rest of this program year.

Our program year begins ______________________ (month)

	Number of Staff Positions					
	PY 72		PY 71		PY 70	
	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time
Education Program Component						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Health Services Program Component						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Social Services Program Component						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Parent Involvement Program Component						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Nutrition Program						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Staff Training Program						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Volunteer Program						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Administration						
Professional staff	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___
Psychological Services	___	___	___	___	___	___

APPENDIX B (6)

Column Punch

16. (Continued)

In answering this question, please treat each personnel action as a separate event, i.e., two promotions or a promotion and a termination are each two events even if they involve the same staff member.

	Information Regarding Promotions and Losses of Personnel											
	Number of Persons Promotions Within This Component			Personnel Promotions Out of This Component to Another H.S. Component			Personnel Losses Out of H.S. Due to Lateral Transfer			Personnel Losses Due to Resignations and Terminations		
	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70
Education Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Health Services Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Social Services Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Parent Involvement Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Nutrition Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Staff Training Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Volunteer Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Administration												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Psychological Services	___	___	___	___	___	___	___	___	___	___	___	___

16. (Continued)

In the following part of this question, "Hired From Outside" refers to persons who were not previously paid with Head Start funds. For example, a social worker employed by the grantee in a Non-Head Start function will be treated as "Hired From Outside" when she comes into Head Start. In answering this question, please treat each personnel action as a separate event, i.e., two promotions or a promotion and a termination are each two events even if they involve the same staff member.

Information Regarding Recruiting Source of Personnel

	Number of Persons Hired From Outside Head Start			Number of Promotions From Within Grantee H.S. Staff			Number of Promotions From H.S. Delegate Agencies			Number of Lateral Transfers Within H.S. Staff		
	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70
Education Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Health Services Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Social Services Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Parent Involvement Program Component												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Nutrition Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Staff Training Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Volunteer Program												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Administration												
Professional staff	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional staff	___	___	___	___	___	___	___	___	___	___	___	___
Psychological Services	___	___	___	___	___	___	___	___	___	___	___	___

APPENDIX B (8)
Column Punch

17. For each funded Head Start position in your grantee agency, please provide the following information:

	Position Title	Average Number of Months for New Employee To Become Effective in This Position	Using One as Highest Rate Each Position 1, 2, or 3 in Order of Importance for Your Agency to Function Effectively	Salary Range From - To	Place Numbers of the Facts Listed Below Which Best Apply to This Position
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					
11.					
12.					
13.					
14.					
15.					

For each position listed above, please place in the last five columns the number of the five or fewer most important problems relating to the stability of the position.

Facts

1. No problems in recruiting these people.
2. No problems in keeping these people.
3. People prefer these jobs even when offered other jobs for higher salaries.
4. Competition is keen for these people.
5. Salary we can pay hinders recruiting.
6. Salary we can pay hinders keeping people after we train them.
7. Qualified people prefer to work for other organizations.
8. Lack of promotion opportunity is a problem.
9. Family problems and transfer of family members causes staff to leave.
10. Work is not attractive to qualified people.
11. Physical working conditions hinders hiring and keeping people.
12. Staff leave as soon as anything better comes along.
13. Staff prefer more secure employment.
14. Staff become disillusioned because of problems and lack of adequate resources.
15. Other (Specify) ____________________

Column Punch

18. Type of agency (CAP, Board of Education, etc.)

____

19. Amount of Grant:

	PY 72	PY 71
Federal share		
Non-Federal cash share		
Non-Federal in-kind contributions		
Total		

Personnel Costs:

	PY 72			PY 71		
Salaries & Wages	Fed Share	Non-Fed Share	Total	Fed Share	Non-Fed Share	Total
Fringe Benefits						
Total						

APPENDIX B (10)

ADDITION TO GRANTEE AGENCY PROJECT DATA QUESTIONNAIRE

	PY 72	PY 71
Grantee Agency Central Office Staff Size		
Professionals	______	______
Paraprofessionals	______	______
Volunteers	______	______

4

OMB No. 85-S72023 APPENDIX B(11)

SURVEY I.D. NO. ____________

Delegate Agency Project Data Questionnaire
Head Start Employee Mobility Study
(Give to Grantee if Program Has No Delegate Agencies)

This questionnaire should be completed by the Head Start Project Director of the Delegate Agency. Its purpose is to gather factual information about the employment mobility of Head Start program staff and its causes in order to improve Head Start and its policies.

1. The name of this delegate agency is

____

2. How are the following core service components provided to your delegate agency Head Start Program? (check all that apply)

Component	Provided Centrally by Delegate Agency Staff	Provided by Head Start Center Staff	Provided by Another Agency or Consultants	Not Provided
____Education and Daily Activities Programs				
___Planning	___	___	___	___
___Curriculum development	___	___	___	___
___Equipment purchasing	___	___	___	___
___Classroom instruction	___	___	___	___
____Health Services Program				
___Comprehensive Health Service	___	___	___	___
___Dental Program	___	___	___	___
___Speech Hearing and Language Service	___	___	___	___
____Volunteer Services				
___Recruitment	___	___	___	___
___Coordination	___	___	___	___
____Social Services Program	___	___	___	___
____Parent Involvement Program	___	___	___	___
____Nutrition Program				
___Menu planning	___	___	___	___
___Cook training and supervision	___	___	___	___
___Food preparation	___	___	___	___
___Food purchasing	___	___	___	___
____Staff Training Program				
___Pre-service	___	___	___	___
___In-service	___	___	___	___
___Supplemental training	___	___	___	___
___Career development planning	___	___	___	___
___Personnel selection and recruiting	___	___	___	___
____Psychological Services	___	___	___	___

3. Please attach a copy of your staff selection criteria and a copy of the job descriptions for each position with the qualifications needed to achieve salary increase steps in the ranges given above. If your agency does not have written material, please indicate here.

_____ No selection criteria other than OCD or OEO manuals

_____ No separate delegate agency job descriptions

_____ No written qualification for salary increases

4. Our delegate agency staff hiring philosophy is generally to (select one):

_____ Promote from within delegate agency and Head Start center staff if we can

_____ Advertise openly with hire of best candidate applying

5. In addition to salary, what fringe benefits do you offer?

_____ Annual leave, _____ weeks
_____ Health Insurance
_____ Accident insurance
_____ Paid sick leave
_____ Other (specify) ______________________________

6. Are benefits offered to:

_____ All full-time staff
_____ All part-time staff

7. Approximately what percentage of salaries does the fringe benefit package represent?

About _____%

8. In competing in the labor market for Delegate Agency Head Start staff, who are your strongest competitiors?

Professional Staff (a)
____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and program
____ Other Head Start delegate agencies
____ Other (specify) ____

____

Paraprofessional Staff (a)
____ Public school systems
____ Private social service agencies
____ Public social service agencies
____ Other Federally-funded programs such as CEP, Model Cities, etc.
____ Profit-making child care centers
____ Nonprofit child care centers and program
____ Other Head Start delegate agencies
____ Other (specify) ____

____

Note (a): For purposes of this survey, the categories of professional and paraprofessional personnel will be divided in accordance with the list on the following page. If you have people in positions not listed, please apply your own definition for them.

PROFESSIONAL

- Administrative
- Teacher
- Psychologist
- Counselor
- Speech Therapist
- Social Worker
- Consultant
- Physician
- Dentist
- Nurse
- Physical Therapist
- Nutritionist

PARAPROFESSIONAL

- Secretary, Clerk
- Teacher's Aide
- Social Worker Aide
- Health Aide
- Nutritionist Aide
- Cook
- Driver
- Maintenance Worker

9. When you lose personnel by resignation or transfer of the staff member, do they primarily take jobs in the agencies shown in Question 8?

☐ yes ☐ no

10. If the answer to Question 9 is no, please list the types of organizations to whom you lose staff.

____

____

____

11. Approximately what fraction of the project directors time is spent in staff selection and recruiting in a typical year?

About _______%

12. If additional staff members have this duty and/or interview prospective employees for the delegate agency staff for the center staff, please state the approximate amount of their time spent in a typical year.

About _________ man-months of time per year

13. In the past two Federal fiscal years have you had to terminate delegate agency staff due to budgetary limitations?

☐ yes ☐ no

14. If yes, to the best of your knowledge, did these staff have difficulty finding new employment in the community

☐ yes ☐ no

15. To the best of your knowledge, in what types of agencies did these terminated staff find new employment?

Professional Staff

___ Public school systems
___ Private social service agencies
___ Public social service agencies
___ Other Federally-funded programs such as CEP, Model Cities, etc.
___ Profit-making child care centers
___ Nonprofit child care centers and programs
___ Lateral transfer within the delegate agency
___ Other (specify) ____________________________

____

Paraprofessional Staff

___ Public school systems
___ Private social service agencies
___ Public social service agencies
___ Other Federally-funded programs such as CEP, Model Cities, etc.
___ Profit-making child care centers
___ Nonprofit child care centers and programs
___ Lateral transfer within the delegate agency
___ Other (specify) ____________________________

____

16. Does your delegate agency have a budget which is independent from the grantee's budget?

☐ yes ☐ no ☐ not applicable (we are the grantee)

17. This program operates centers which offer: (check all that apply)

☐ full-day sessions ☐ one part-day session ☐ two part-day sessions

18. How many months a year does your program operate?

☐ 8 ☐ 9 ☐ 10 ☐ 11 ☐ 12

19. Do you operate a summer program in addition to your full year program?

☐ yes ☐ no

20. If this is less than a 12-month program and you do operate a summer program, are your full year program staff employed in the summer program?

- ___ All who wish to be
- ___ Positions are limited and we only use part of the staff
- ___ We use other staff and all regular staff who want employment
- ___ We use other staff because
  - ___ Size of summer program
  - ___ Vacations of regular staff
  - ___ Regular staff want a rest in addition to their vacation
  - ___ Regular staff want a rest even though we don't have paid vacations

21. If your program is less than 12 months and you do not operate a summer program, do you have difficulty keeping the same staff from year-to-year?

☐ no

☐ yes, we lose about _____% of our staff each year

22. Has the program been changed from part-day to full-day?

☐ yes ☐ no

23. If yes, how did this affect your ability to hire or keep staff?

- ___ No effect
- ___ The type people who work in the program changed
- ___ Made hiring easier
- ___ Made keeping staff easier

24. Has the monthly length of the program been changed?

☐ no

☐ yes, from _______ months to ________ months

25. If yes, how did this affect your ability to hire or keep staff?

- ___ No effect
- ___ Type of people who work in the program changed
- ___ Made hiring easier
- ___ Made keeping staff easier
- ___ Other ______________________________________

____

26. Do you prepare a written individual career development plan for your employees?

☐ yes ☐ no

☐ for professional employees

☐ for paraprofessional employees

27. Do you conduct your own pre-service training for staff?

☐ yes ☐ no

28. Do you use written material in these training sessions?

☐ yes ☐ no

29. Who receives preservice training?

___ All staff
___ Just child care and education staff
___ All professional staff
___ All paraprofessional staff
___ Other staff, (Specify) ______________________________

30. How many staff hours per year do you estimate are devoted to preservice training?

About ________ total man-hours are spent in preparation of material and teaching classes each year

About ________ total man-hours of all new staff persons are spent in training each year

We train about ________ staff persons each year

31. Do you have a formal ongoing in-service training program?

☐ yes ☐ no

32. Are these discussion group sessions using the conference approach to teaching or is there a prescribed curriculum?

___ Discussion group
___ Prescribed curriculum
___ _____% discussion, _____% prescribed curriculum

33. Is the in-service training divided into special training for each program component?

___ All
___ Most
___ Some
___ All training is in common group sessions

34. Please indicate which program components receive in-service training and training provided.

Component	Professional Staff		
	Average Number In Each Session	Number of Sessions Per Year	Length of Each Session in Hours
___ Education and child care staff	___	___	___
___ Health services	___	___	___
___ Nutrition services	___	___	___
___ Volunteer services	___	___	___
___ Social services	___	___	___
___ Parent involvement	___	___	___
___ Staff training services	___	___	___
___ Other ___	___	___	___

Component	Paraprofessional Staff		
	Average Number In Each Session	Number of Sessions Per Year	Length of Each Session in Hours
___ Education and child care staff	___	___	___
___ Health services	___	___	___
___ Nutrition services	___	___	___
___ Volunteer services	___	___	___
___ Social services	___	___	___
___ Parent involvement	___	___	___
___ Staff training services	___	___	___
___ Other ___	___	___	___

35. Is supplementary training available to the staff?

☐ yes ☐ no

36. Does this training lead to either a certificate or a degree in early childhood education or its equivalent?

☐ yes to certificate only ☐ no

☐ yes to AA only

☐ yes to AA and AB

☐ yes to higher degree

37. Is supplementary training available which leads to a certificate or degree in other fields?

☐ no

☐ yes, in administration

☐ yes, in social services

☐ yes, in health services

☐ yes, in nutrition

☐ yes, in other (specify) ___

38. How many employees have received supplementary training?

Component	Number Professional			Number Paraprofessional		
	PY 72	PY 71	PY 70	PY 72	PY 71	PY 70
Education and child care	___	___	___	___	___	___
Social services	___	___	___	___	___	___
Health services	___	___	___	___	___	___
Nutrition	___	___	___	___	___	___
Other	___	___	___	___	___	___

39. Is a willingness to participate in supplementary training part of your staff selection criteria?

☐ yes ☐ no

40. If yes, does this apply to all staff or particular staff?

___ All paraprofessional
___ Particularly all paraprofessional child care and education staff
___ All professional
___ Particularly all professional child care and education staff
___ Other (specify)
____

41. Is the time spent in preservice training counted as paid staff time for those who receive training?

___ Yes
___ No
___ Special situation (specify) ________________________

42. Is all in-service training provided during an employee's regular working hours?

___ Yes
___ No
___ Special situation (specify) ________________________

43. Do you allow staff time off with pay to take supplementary training?

___ Yes
___ No
___ Special situation (specify) ________________________

44. If yes, or a qualified yes, how many total man hours does this amount to in a year's time?

___ Professional man hours
___ Paraprofessional man hours

45. Have you used the Regional Training Officer in your program?

☐ yes ☐ no

46. If yes, approximately how many hours of training were provided?

___ Hours planned in FY '73
___ Hours in FY '72
___ Hours in FY '71

47. Do you believe the Regional Training Officer concept is an effective means of providing your staff needed training?

___ Yes, without limitations
___ Yes, but limited impact
___ Yes, but limited subject matter
___ Yes, but limited availability
___ Yes, but other limitations (specify) ______________________
___ No, it is not effective because

____

48. In some communities the Department of Labor operates special training programs such as CEP and WIN. Do you or have you used personnel trained in these programs?

☐ yes ☐ no

49. If yes, what training has your staff received from these programs?

___ Secretarial
___ Bookkeeping
___ Cook
___ Child care staff training
___ Other (specify) ______________________________

____

50. On the next two pages, the following definitions apply to the information requested:

- Promotions mean the upward changing of job category, for example, Teacher to Lead Teacher.
- Lateral transfers mean those who transfer at approximately the same organizational level and salary level.
- "PY" means your program year. For example, PY 72 refers to the program year whose last month ends in 1972. If PY 72 is not over at the present time, please use estimates to complete the mobility information for the rest of this program year.

Our program year begins ________________________ (month)

In answering this question, please treat each personnel action as a separate event, e.g., two promotions or a promotion and a termination are each two events, even if they involve the same employee.

50. (Continued)

Component	Number of Staff Positions						Promotions Within Components			Personnel Leaving the Components								
	PY72		PY71		PY70		Number of Personnel promotions within this component			Personnel promotions out of this component to another Head Start component			Personnel leaves due to lateral transfers out of Head Start Program			Personnel losses due to resignation and termination		
	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time	PY72	PY71	PY70	PY72	PY71	PY70	PY72	PY71	PY70	PY72	PY71	PY70
___ Education Program Component																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Health Services Program Component																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Social Services Program Component																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Parent Involvement Program Component																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Nutrition Program																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Staff Training Program																		
Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Volunteer Program																		
Professional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Administration																		
Professional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
___ Psychological Services																		
Professional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___
Paraprofessional	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___	___

		Personnel Entering the Component											
	Component	Number Hired From Outside Head Start			Number Transferred From Grantee			Number Transferred From Delegate Agency			Number Transferred From Another Head Start Component		
		PY72	PY71	PY70	PY72	PY71	PY70	PY72	PY71	PY70	PY72	PY71	PY70
___	Education Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Health Services Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Social Services Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Parent Involvement Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Nutrition Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Staff Training Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Volunteer Program Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Administration Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___
___	Psychological Services Component												
	Professional Staff	___	___	___	___	___	___	___	___	___	___	___	___
	Paraprofessional Staff	___	___	___	___	___	___	___	___	___	___	___	___

51. For each funded Head Start position in your delegate agency, including all Head Start centers, please provide the following information:

	Position Title	Salary Range From - To	Average Number of Months for New Employee To Become Effective in This Position	Using 1 as Highest Rate Each Position 1, 2, or 3 in Order of Importance for Your Agency to Function Effectively	Place Numbers of the Facts Listed Below Which Best Apply to This Position
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					
11.					
12.					
13.					
14.					
15.					
16.					
17.					
18.					
19.					
20.					

For each position listed above, please place in the last five columns the numbers of the five or fewer most important problems relating to stability in this position.

Facts

1. No problems in recruiting these people.
2. No problems in keeping these people.
3. People prefer these jobs even when offered other jobs for higher salaries.
4. Competition is keen for these people.
5. Salary we can pay hinders recruiting.
6. Salary we can pay hinders keeping people after we train them.
7. Qualified people prefer to work for other organizations.
8. Lack of promotion opportunity is a problem.
9. Family problems and transfer of family members causes staff to leave.
10. Work is not attractive to qualified people.
11. Physical working conditions hinders hiring and keeping people.
12. Staff leave as soon as anything better comes along
13. Staff prefer more secure employment.
14. Staff become disillusioned because of problems and lack of adequate resources.
15. Other (Specify)

____

52. Amount of Delegate Agency Grant (with supplementals):

	PY 72	PY 71
Federal Share		
Non-Federal cash share		
Non-Federal in-kind contributions		

53. Personnel Costs:

	PY 72			PY 71		
	Fed Share	Non-Fed Share	Total	Fed Share	Non-Fed Share	Total
Salaries and Wages						
Fringe Benefits						
Total						

54. Operating Data PY 72:

	Number of Children	Number of Centers	Hours/Day
Part-day programs			
Full-day programs			

55. Do you operate a summer program?

☐ Yes ☐ No

56. Ethnic mix of children (approximate).

_________% Mexican-American _________% Black

_________% Other Spanish surnamed American _________% American Indian

_________% Other White _________% Other (specify)

57. Geographic mix of children (approximate).

_________% Urban _________% Rural

58. Who has approval authority for hiring and firing? (check as many as applicable)

☐ grantee Head Start director
☐ Center director
☐ Policy Council
☐ delegate agency Head Start director
☐ other Head Start staff
☐ Parent Advisory Committee

59. Who has approval authority for promotions and increases in salary? (check as many as applicable)

☐ grantee Head Start director
☐ center director
☐ Policy Council
☐ delegate agency Head Start director
☐ other Head Start staff
☐ Parent Advisory Committee

60. Who performs the payroll and accounting functions for the program?

☐ grantee
☐ delegate agency

APPENDIX B (25)

ADDITION TO DELEGATE AGENCY PROJECT DATA QUESTIONNAIRE

Total Staff Size	**PY 72**	**PY 71**
Central Office		
Professionals	___	___
Paraprofessionals	___	___
Volunteers	___	___

Center and Field Staff	Part Day Centers	Full Day Centers	Part Day Centers	Full Day Centers
Professionals	___	___	___	___
Paraprofessionals	___	___	___	___
Volunteers	___	___	___	___

Type of Agency (CAP, Board of Education, etc.)

____

OMB No. 85-S72024

Column Punch

SURVEY I. D. NO. ________ 1- 8

CURRENT EMPLOYEE QUESTIONNAIRE

This questionnaire is being given so that the Office of Child Development can learn more about why employees stay in Head Start or move to another job. Your name is not attached to this questionnaire, so please feel free to give answers which show your feelings about your job. (The survey I. D. Number is the same for everyone in your agency, so it will not identify you.)

1. How long have you worked in Head Start? ________________ months 9-10

2. Was Head Start your first job? (check one)

a. ☐ Yes b. ☐ No 11

3. If not, how many other jobs did you have in the four years before you came to Head Start? ________________ 12

4. Which of the jobs you had provided useful experience for your Head Start work?

a. ☐ None b. Job Title c. Number of Months in This Job

________________________ ____ 13
________________________ ____ 14
________________________ ____ 15

5. Which of the jobs you had before Head Start did you like the best?

Job Title: ____ 16

6. Why did you like that job best? (check two)

a. ☐ The work was interesting. 17
b. ☐ The pay was good
c. ☐ The chances to get ahead were good. 18
d. ☐ The people there were nice.
e. ☐ I got good training.
f. ☐ The work was easy.
g. ☐ My family and friends thought it was a good job.
h. ☐ It was a steady job.
i. ☐ It let me do useful things for other people.
j. ☐ The hours were good.
l. ☐ I like working with children
k. ☐ Other ____
____

Column Punch

7. Why did you go to work in Head Start? (Check two) — 19, 20

a. ☐ The work seemed interesting
b. ☐ The pay was good
c. ☐ The chances to get ahead seemed good
d. ☐ The people seemed nice
e. ☐ I could get good training
f. ☐ The work seemed easy
g. ☐ My family and friends thought it would be a good job
h. ☐ It was a steady job
i. ☐ It would let me do useful things for other people
j. ☐ The hours were good
l. ☐ I like working with children
k. ☐ Other ______________________________

8. How does your present Head Start work compare with the job you liked the best before working in Head Start? (Check one)

a. ☐ I like the Head Start job less	b. ☐ I like both jobs about the same	c. ☐ I like the Head Start job more	d. ☐ I didn't have a job before working in Head Start	21

9. What other positions have you had in Head Start?

Job Titles: ______________________________ 22
______________________________ 23
______________________________ 24

10. How well do you know the other people in Head Start? (Check one in each row)

	a. Don't know them	b. Know them a little	c. Know them well, but I don't consider them close friends	d. We're good friends	
Agency officials	☐	☐	☐	☐	25
Professionals	☐	☐	☐	☐	26
Paraprofessionals	☐	☐	☐	☐	27
Parents	☐	☐	☐	☐	28

11. How well do people in Head Start generally get along with their supervisors? (Check one)

a. ☐ Not at all	b. ☐ A little	c. ☐ Pretty well	d. ☐ Very well	29

Column Punch

12. What do you feel are the biggest problems in getting along with supervisors in Head Start? (Check none, one, two, or three, depending on what answers best apply.)

30
- a. ☐ They don't trust their employees. 31
- b. ☐ They don't tell their employees what is going on. 32
- c. ☐ They criticize too much.
- d. ☐ They don't ask employees for their ideas.
- e. ☐ They don't help their employees enough.
- f. ☐ They don't know the problems of their employees.
- g. ☐ They don't use the ideas their employees have.
- h. ☐ They give their employees too much of the hard work.
- i. ☐ Other problems: ______________________________
- ☐ No major problems, people get along well

13. How well do people in Head Start get along with their fellow workers? (check one)

- a. ☐ Not at all. 33
- b. ☐ A little.
- c. ☐ Pretty well.
- d. ☐ Very well.

14. What do you feel are the biggest problems in getting along with other workers in Head Start? (Check none, one, two, or three, depending on what answers best apply.)

- a. ☐ People don't help each other enough. 34
- b. ☐ People don't tell each other what they are doing. 35
- c. ☐ People criticize each other too much. 36
- d. ☐ People don't care whether they do a good job or not.
- e. ☐ Other problems: ______________________________
- ☐ No major problems, people get along well

15. Do you think parents of Head Start children should . . . (check one)

- a. ☐ Have more to say about the program? 37
- b. ☐ Have less to say about the program?
- c. ☐ Have about the same voice they have now?

Why? ______________________________ 38

____

Column Punch

16. How many training courses have you taken in Head Start? (estimate if necessary)

a. Pre-service training ☐ Yes ☐ No 39

b. In-service training courses (workshops) ________ (number) 40

c. Leadership Development courses ________ (number) 41

d. Supplementary training courses for which you received college credit ________ (number of credit hours) 42-43

17. In what fields did you get training with Head Start? (check one or two)

a. ☐ Education, child development. 44

b. ☐ Medical, health. 45

c. ☐ Social work.

d. ☐ Nutrition, cooking.

e. ☐ Psychology.

f. ☐ Other ________

____

____

g. ☐ Given no training.

18. Did you get the kind and amount of training you wanted?

a. ☐ Didn't get the kind I wanted. 46

b. ☐ Got some but not enough

c. ☐ Got enough of the kind I wanted.

19. If you have people working for you, do you feel that enough training is available for them?

a. ☐ Yes b. ☐ No 47

20. How good do you feel the training in Head Start is?

a. ☐ Poor

b. ☐ Fair 48

c. ☐ Good

d. ☐ Very good

Column Punch

21. Are you interested in taking college courses leading to a degree and/or professional certification in a field such as teaching, social work, nutrition, etc. (Check one)

a. ☐ Yes

☐ Only if courses were conveniently available

☐ I would be willing to make the necessary sacrifices even if inconvenient

Why are you interested? ______________ 74

75

____

b. ☐ No

Why? ______________________________

____

c. ☐ Not applicable, I already have a degree in my field of interest.

22. If your answer to question 21 was "Yes," please answer this question also. Otherwise, skip to question 23.

Does your Head Start Program provide an adequate training opportunity for you to obtain a degree?

a. ☐ Yes

b. ☐ No, because: (Check one or two)

- ☐ Only a few people in Head Start get to take courses, even though training funds are available
- ☐ Head Start training funds are not available in my field of interest
- ☐ The program does not allow me time off when the training is being held
- ☐ Not enough different courses are available in my field of interest 76
- ☐ Other reason related to the provision of training 77

____

____

Are there other reasons not related to the Head Start program's provision of training which prevent you from getting the training you need for a degree or certification? (Check one or two)

- ☐ Too difficult to work at a full-time job and take courses too
- ☐ Family responsibilities
- ☐ Difficulty of getting to site of training 78
- ☐ It takes too long to complete the training when I can only attend on a part-time basis 79
- ☐ Other reason (specify) ______________________________

Column Punch

23. Has the training helped you do your job better? (check one)

a. ☐ No b. ☐ A little c. ☐ A lot 49

24. Did the training help you get a raise or promotion? (check one)

a. ☐ No. 50
b. ☐ I got a raise, but no promotion.
c. ☐ I got a promotion, but received no raise
d. ☐ I got a promotion and a raise

25. Do you feel your Head Start program gives its people a fair chance to get better jobs in Head Start? (check one)

a. ☐ Yes 51
b. ☐ No, not enough high level jobs are available.
c. ☐ No, friends of supervisors get better chances.
d. ☐ No, Head Start parents get better chances.
e. ☐ No, length of time on job more important than doing a good job.
f. ☐ No, another reason: ______________________________
____
____

26. Do you feel the salary you get is fair? (check one)

a. ☐ Yes b. ☐ No 52

27. If not, what do you feel is wrong with your salary? (Check the one best answer.)

a. ☐ I could get more money working somewhere else. 53
b. ☐ Other people in Head Start who do the same thing I do get paid more.
c. ☐ The pay is too low to live on.
d. ☐ Another reason: ______________________________
____

28. In general, how do you feel about Head Start?

a. ☐ Good for children. 54
b. ☐ Good for parents. 55
c. ☐ Good for the community. 56
d. ☐ Does not really help much.

Column Punch

29. How much do you feel your work helps your Head Start program? (check one)

a. ☐ Doesn't make much difference. 57

b. ☐ Helps a little.

c. ☐ Is very helpful.

30. Have any of your children attended Head Start? (check one) 58

a. ☐ Yes b. ☐ No

31. Were you hired from this Head Start community? (check one) 59

a. ☐ Yes b. ☐ No

32. What is your age? __________ years 60-61

33. Are you: a. ☐ Male b. ☐ Female (check one) 62

34. Are you:

a. ☐ Black

b. ☐ Mexican-American

c. ☐ Other Spanish Surnamed American 63

d. ☐ White

e. ☐ American Indian

f. ☐ Oriental

g. ☐ Other: ____

____

(check one of the above)

35. How many years of school did you finish? (check one or more, as applicable)

a. ☐ 1-8 years 64

b. ☐ 9-11 years

c. ☐ Received a high school diploma or equivalency

d. ☐ Have finished some college courses

e. ☐ Received an Associate Degree

f. ☐ Received a Bachelor's Degree

g. ☐ Other: ____

____

Column Punch

36. Not including high school or college courses leading to a degree, have you received any special training BEFORE coming to Head Start? (check one)

a. ☐ No 65
b. ☐ Yes, in technical or vocational schools
c. ☐ Yes, in military schools
d. ☐ Yes, in courses paid for by previous employers
e. ☐ Other ______________________________
____

37. In what field was your previous training? (check one)

a. ☐ None 66
b. ☐ Education, child development
c. ☐ Medical or health
d. ☐ Social work
e. ☐ Nutrition, cooking
f. ☐ Psychology
g. ☐ Other: ______________________________
____

38. What is the title of your current Head Start position? ____________ 67

39. For how many hours a day are you paid by Head Start? ____________ 68

40. For how many weeks a year are you paid by Head Start? ____________

What is your current salary? $________ per year or $________ per week or $________ per hour 69-73

This is the end of the questionnaire. Thank you very much for your help.
Please seal the questionnaire in the envelope provided and
it to the person who gave it to you.

OMB No. 85-S72024 APPENDIX B (34)

SURVEY I.D. NO. ________

FORMER EMPLOYEE QUESTIONNAIRE

Column Punch

1. How long ago did you leave Head Start? ________ months

2. What was your last position with Head Start? Job Title: ________________

3. What earlier position did you have in Head Start?

   Job Titles: ________________

   ____

   ____

4. Are you now working full-time? a. ☐ Yes b. ☐ No (check one)

   part-time? a. ☐ Yes b. ☐ No (check one)

5. If you are not now working, are you--

   a. ☐ Looking only for a full-time job

   b. ☐ Looking only for a part-time job

   c. ☐ Looking for either a full-time or part-time job

   d. ☐ Not interested in a job

   (Check one of the above.)

6. If you are working now, what is the title of your job?

   ____

7. Is this work similar to your Head Start job? (check one)

   a. ☐ Yes b. ☐ No

   If yes, how is it similar? ________________________

   ____

8. Was Head Start your first job? (check one)

   a. ☐ Yes b. ☐ No

   If not, how many other jobs have you had in the past four years? ________

9. How many jobs have you had since you left Head Start? ________________

Survey I. D. No. ____________

Column Punch

10. Did the work and training you got in Head Start help prepare you for the job you have now? (check one)

a. ☐ Yes b. ☐ No

11. Compared with your last position in Head Start, is your present salary:

a. ☐ Higher b. ☐ About the same c. ☐ Lower

(check one of the above)

12. What did you like best about working at Head Start? (check the two best answers)

a. ☐ The work was interesting
b. ☐ The pay was good
c. ☐ The chances to get ahead were good
d. ☐ The people there were nice
e. ☐ I got good training
f. ☐ The work was easy
g. ☐ My family and friends thought it was a good job
h. ☐ It was a steady job
i. ☐ It let me do good things for other people
j. ☐ The hours were good
k. ☐ Other ______________________________

13. What was the reason given for your leaving Head Start?

____

14. Did you have other reasons? (check the one, two, or three best answers)

a. ☐ Head Start didn't have enough money to keep me
b. ☐ Pay was too low
c. ☐ Hours were too short
d. ☐ Couldn't get the training I wanted
e. ☐ Didn't get along with the people
f. ☐ The job didn't use my skills very well
g. ☐ No chance for promotion
h. ☐ Found a better job

(Continued)

Survey I.D. No. ____________

Column Punch

14. (Continued)

- i. ☐ Personal or family problems
- j. ☐ Didn't like the work
- k. ☐ Other ____
- l. ☐ I had no other reasons for leaving

15. Why did you take your present job? (check two)

- a. ☐ The work seemed interesting
- b. ☐ The pay was good
- c. ☐ The chances to get ahead seemed good
- d. ☐ The people seemed nice
- e. ☐ I could get good training
- f. ☐ The work seemed easy
- g. ☐ My family and friends thought it would be a good job
- h. ☐ It was a steady job
- i. ☐ It let me do good things for other people
- j. ☐ The hours were good
- k. ☐ Other ____

16. How does the job you have now compare with your work at Head Start?

a. ☐	b. ☐	c. ☐
I liked Head Start work less	I like both jobs about the same	I liked the Head Start work more

17. How well did you know the other people in Head Start? (check one in each row)

	Didn't know them	Knew them a little	Knew them well, but didn't consider them as friends	Close Friends
Agency Officials	a. ☐	b. ☐	c. ☐	d. ☐
Professionals	a. ☐	b. ☐	c. ☐	d. ☐
Paraprofessionals	a. ☐	b. ☐	c. ☐	d. ☐
Parents	a. ☐	b. ☐	c. ☐	d. ☐

Survey I. D. No. __________

Column Punch

18. What do you feel were the biggest problems in getting along with supervisors in Head Start? (Check none, one, two, or three, depending on what answers best apply)

a. ☐ They didn't trust their employees enough.

b. ☐ They didn't tell their employees what was going on.

c. ☐ They criticized too much.

d. ☐ They didn't ask employees for their ideas.

e. ☐ They didn't help their employees enough.

f. ☐ They didn't know the problems of their employees.

g. ☐ They didn't use the ideas their employees had.

h. ☐ They gave their employee too much of the hard work.

i. ☐ Other problems ______________________________

____

19. What do you feel were the biggest problems in getting along with other workers? (Check none, one, two, or three, depending on what answers best apply)

a. ☐ People didn't help each other enough.

b. ☐ People didn't tell each other what they were doing.

c. ☐ People criticized each other too much.

d. ☐ People didn't care whether they did a good job or not.

e. ☐ Other problems ______________________________

____

20. Do you think parents of Head Start children should have had (check one)

a. ☐ More to say about the program.

b. ☐ Less to say about the program.

Why? ______________________________

____

21. Approximately how many training courses did you take in Head Start?

a. Pre-service Training ☐ Yes ☐ No

b. In-service training courses __________ (number)

c. Leadership Development courses __________ (number)

d. Supplementary (College) courses __________ (number of credit hours)

Survey I. D. No. __________

APPENDIX B (38)
Column Punch

22. What fields did you get training in with Head Start? (check one or two)

a. ☐ Education, child development.
b. ☐ Medical, health.
c. ☐ Social work.
d. ☐ Nutrition, cooking.
e. ☐ Psychology.
f. ☐ Other ____
____
____
g. ☐ Given no training.

23. Did you get the kind and amount of training you wanted?

a. ☐ Didn't get the kind I wanted.
b. ☐ Got a little but not enough.
c. ☐ Got enough of the kind I wanted.

24. In general, how did you feel about Head Start?

a. ☐ Was good for children.
b. ☐ Was good for parents.
c. ☐ Was good for the community.
d. ☐ Did not really help much.

25. How much do you feel your work helped your Head Start program? (check one)

a. ☐ Didn't make much difference.
b. ☐ Helped a little.
c. ☐ Was very helpful.

26. Have any of your children attended Head Start? (check one)

a. ☐ Yes b. ☐ No

27. Were you hired from the Head Start community? (check one)

a. ☐ Yes b. ☐ No

28. What is your age? __________ years

29. Are you: a. ☐ Male b. ☐ Female (check one)

Survey I. D. No. ________

Column Punch

30. Are you:

- a. ☐ Black
- b. ☐ Mexican-American
- c. ☐ Other Spanish Surnamed American
- d. ☐ Other White
- e. ☐ American Indian
- f. ☐ Oriental
- g. ☐ Other ______________________________

  ____

(Check one of the above)

31. How many years of school have you finished? (check one)

- a. ☐ 1-8 grade school
- b. ☐ 9-11 some high school
- c. ☐ Received a high school diploma
- d. ☐ Some college
- e. ☐ Received an Associate Degree
- f. ☐ Received a Bachelor's Degree
- g. ☐ Other ______________________________

  ____

32. Did you have any special training BEFORE coming to Head Start? (check one)

- a. ☐ No.
- b. ☐ Yes, in public schools.
- c. ☐ Yes, in the military.
- d. ☐ Yes, on-the-job.
- e. ☐ Other ______________________________

  ____

33. What is your main field of training? (check one)

- a. ☐ None.
- b. ☐ Education, child development.
- c. ☐ Medical or health.
- d. ☐ Social work.
- e. ☐ Nutrition.
- f. ☐ Psychology.
- g. ☐ Other ______________________________

  ____

Survey I. D. No. ________

Column Punch

34. How many hours a day did you work in Head Start? ______________________

35. What was your salary when you left Head Start? $____________ per year

36. What is your current salary? $____________ per year

This is the end of the questionnaire. Please enclose it in the envelope we have provided and mail it to our office in Washington. Thank you very much for your help.

OMB No. 85-S72024 **APPENDIX B (41)**

Column Punch

SURVEY I.D. NUMBER ________

EMPLOYEE I.D. NUMBER ________

HEAD START STAFF MOBILITY STUDY
CONFIRMATION OF EMPLOYEE DEPARTURE AND REASONS

Name of Former Employee ________________________________
Last First Middle

Resignation/Termination Date ________________________________

Last Head Start Position ______________ Head Start Component ______________

Person Completing This Form:

Name: ________________________________

Position: ________________________________

Date: ________________________________

The Primary Source of Information Regarding This Employee Is: (check one)

☐ Personal familiarity

☐ Records

☐ Hearsay

---

*The Head Start supervisor most familiar with this former employee should complete this form.

Column Punch

Survey I. D. Number ____________ Employee I. D. ____________

1. What was the official reason for the employee's leaving the program?

   a. ☐ Termination by program for cause.
   b. ☐ Layoff by program due to funding problems.
   c. ☐ Mutual program employee decision.
   d. ☐ Found more interesting position.
   e. ☐ Found better paying position.
   f. ☐ Found better opportunity for advancement.
   g. ☐ Found better training program.
   h. ☐ Unknown to program.
   i. ☐ Others, specify: ____________________

   ____

2. If there were other reasons for the employee leaving program employment, what do you think the major reason was?

   a. ☐ Same as answer to Question 1.
   b. ☐ Termination by program for cause.
   c. ☐ Layoff by program due to funding problems.
   d. ☐ Mutual program employee decision.
   e. ☐ Unknown to program
   f. ☐ Others, specify: ____________________

   ____

3. If the program terminated the employee, what was the reason?

   a. ☐ Inability to perform duties.
   b. ☐ Inability to accept direction, regulations.
   c. ☐ Inability to work with professional staff.
   d. ☐ Inability to work with paraprofessional staff.
   e. ☐ Inability to work with volunteers.
   f. ☐ Inability to work with children.
   g. ☐ Personal weaknesses (absence, lateness, unreliability).
   h. ☐ Personal instability (outbursts, pouts).
   i. ☐ Other, specify: ____________________

   ____

Column Punch

4. If laid off, how was this employee chosen?

a. ☐ Abolishment of job category.
b. ☐ Least seniority within job category.
c. ☐ Other, specify: ______________________________

____

5. If employee left by mutual decision, what was the reason for this decision?

a. ☐ Difficulties in performing duties.
b. ☐ Difficulties in accepting direction, regulations.
c. ☐ Difficulties in working with professional staff.
d. ☐ Difficulties in working with paraprofessional staff.
e. ☐ Difficulties in working with volunteers.
f. ☐ Difficulties in working with children.
g. ☐ Personal problems (health, family).
h. ☐ Personal traits.
i. ☐ Others, specify: ______________________________

____

6. What were the employee's relationships with the Head Start officials he came in contact with?

a. ☐ Highly satisfactory.
b. ☐ Satisfactory.
c. ☐ Unsatisfactory.
d. ☐ Very unsatisfactory.
e. ☐ No contact.

7. What were the employee's relationships with supervisors?

a. ☐ Highly satisfactory.
b. ☐ Satisfactory.
c. ☐ Unsatisfactory.
d. ☐ Very unsatisfactory

8. What were the employee's relationships with coworkers?

a. ☐ Highly satisfactory	b. ☐ Satisfactory	c. ☐ Unsatisfactory	d. ☐ Very unsatisfactory

9. If the employee had a supervisory position, what were his relations with subordinates?

a. ☐ Highly satisfactory	b. ☐ Satisfactory	c. ☐ Unsatisfactory	d. ☐ Very unsatisfactory

10. How satisfied did the employee seem to be with his work?

a. ☐ Very satisfied	b. ☐ Average	c. ☐ Very dissatisfied

11. What impact did this employee's departure have on his program component?

a. ☐ Harmful	b. ☐ Helpful	c. ☐ None
1. ☐ Mildly	1. ☐ Mildly	
2. ☐ Moderately	2. ☐ Moderately	
3. ☐ Extremely	3. ☐ Extremely	

12. What impact has employee's departure had on the overall program?

a. ☐ Harmful	b. ☐ Helpful	c. ☐ None
1. ☐ Mildly	1. ☐ Mildly	
2. ☐ Moderately	2. ☐ Moderately	
3. ☐ Extremely	3. ☐ Extremely	

13. What is the current status of the position vacated by the employee?

☐ It has been filled from within program.

☐ It has been filled by external hire.

☐ Vacancy to be filled by suitable external hire when found.

☐ Decision concerning whether to fill position has not yet been completed.

☐ Position has been abolished.

If the position is currently filled please answer the following:

14. Length of time to find replacement ______________ (months).

15. Approximate time for replacement to become able to fully assume responsibility for this position
__________________ (months)

16. Time replacement spent in formal training/orientation program for this position
__________________ (hours)

17. What is your estimate of the overall cost to the program to find and train this replacement?
$__________________

COMMUNITY REPRESENTATIVE INTERVIEW GUIDE

1. How long have you been a community representative?

2. What programs are assigned to you?

3. We will be visiting________________program in the near future.

   a. Do you feel the program functions effectively?

   b. Has it achieved any noteworthy successes which you could describe?

      (Probe for the nature of relations with the community, with parents, and among staff.)

   c. Is it bothered by any particular problems? (Repeat above probe.)

   d. Has it had problems with turnover of personnel? (Probe for indicators, e.g., high turnovers of staff and causes, e.g., too low salaries.)

      - If there is no R.T.O. now, how long ago was there one?
      - When there was an R.T.O., was this program assisted by the R.T.O.?

   Does this program make more or fewer requests for technical assistance than most?

f. What effect has the Career Development Program had on personnel in the program? (Probe for effects on stability or lack thereof.)

g. How does ____________ program rate in comparison with your other programs in terms of stability?

h. Is there a large range of differences among the delegate agencies in the way they run their parts of the program? (Probe for nature of differences, particularly in terms of cited successes or problems.)

i. What, if any, problems have you noticed regarding relations between the grantee and the delegate agency? (Probe for effect of problems.)

j. Do you think relations between the grantee and delegate agency might be improved in some way? (Probe for nature of improvements.)

k. Are there any particular topics which we should be sure to explore with the director or other personnel of ________ program? (Probe for personnel knowledgeable by areas.)

4. Has there been much employee mobility in your programs in general? (Probe for nature of mobility and associated causes, e.g.:

- Intraprogram (delegate, delegate-grantee, grantee-regional?
  - Lateral transfers
  - Promotion
- External
  - Lateral transfers
  - Promotion

a. Does this mobility cause any problems for the program? (Probe for difficulties in recruiting replacements.)

b. Do you have any suggestions as to improvements that might help to eliminate the problems?

c. How are you informed about employee mobility? How long does it take for the information to reach you?

5. Use the Regional Employees Interview Guide to probe for causes and extent of mobility among regional employees.

Office of Child Development
REGIONAL EMPLOYEES' INTERVIEW GUIDE

Name____

Telephone____________________ HEW Region____________________

Job Title____

1. How long have you been in this position?

2. What was your previous position?

3. When you first started your present job, about how long did it take before you felt you were functioning effectively? (Probe for efforts needed to obtain confidence of Head Start program personnel and difficulties encountered.)

4. How would you describe the extent of regional personnel turnover since you have been in this position? (Probe for type and level of staff affected.)

5. Do you feel this turnover has affected your job or the region's Head Start programs? (Probe for specific nature of effects and problems in terms of jobs and programs.)

    a. How are programs notified of mobility at Regional Office?

    b. How do the programs perceive the effects of Regional Office turnover?

c. What areas of the programs are most affected?

d. Is there a provision for continuity in Regional Office record keeping which would minimize the impact of turnover on local programs?

6. What, if any, personnel turnover problems have you noticed in the programs in this region? (Probe for prevalence of problems by grantee and delegate agency by staff type and level.)

a. What is done at the regional office level to assist local programs with problems?

7. What do you feel are the major causes of these problems? (Probe for each problem cited.)

8. What improvements in Head Start policies or operations do you feel could be made to improve effectiveness? (Probe for each problem cited.)

a. Are there problems in communications?

- Within the office?
- Between the office and the programs?
- Between the office and the national level?

b. Do all grantees get equal attention from the Regional office?

- How is decision made to share time among them?
- How often are programs visited?

CURRENT EMPLOYEE INTERVIEW GUIDE

To reduce barriers to spontaneity, neither a guide nor a notepad should be present during the actual interview. Comments should be summarized after completion of interviews. Explain to the interviewee that purpose of discussion is to explore HIS opinions regarding areas of possible sensitivity incompletely covered or omitted from the questionnaire.

1. How long have you been working in Head Start?

2. What is your present position?

3. What things do you like best and least about your work in Head Start? (Probe for examples of each.)

4. Have you taken any training in Head Start?

5. (If no) do you know of any reasons why you have not received training? (Probe for employee's decision, program's decision, and basis for either.) Skip to Question 9.

6. (If yes) do you think it helped you in your work? (Probe for examples of help.)

7. Did you get a raise after your training? A promotion? (Probe for relation to training.)

8. (If NO raise or promotion followed training)
Do you think you should have been given a raise or promotion? (Probe for basis for positive or negative answer in relation to training.)

9. Do you feel Head Start staff members get along with each other or are there problems? (Probe for nature of relations and problems among same and different types and levels of nonsupervisory staff in component and in other components varying examples, e.g., teachers, nutritionists, to fit the situation.)

10. Do you have any suggestions as to how relations among Head Start staff member might be improved? (Probe for solutions to problems cited in No. 9 as well as other effects of improvements.)

11. Do you feel Head Start employees get along with their supervisors or are there problems? (Probe for nature of relations and problems by levels of supervision by staff type in component and in other components.)

12. Are there any ways in which relations between employees and supervisors could be improved? (Probe for solutions to problems cited in No. 11 as well as other effects of improvements.)

13. Have you had much contact with parents of Head Start children? (Probe for whether contacts are felt to have been restricted by program.)

14. Do you feel that parents are involved enough with the program? (Probe for whether parents or program are primarily responsible for sufficient or insufficient involvement and the associated reasons.)

15. Do you feel that parents have too much or too little say about the operations? (Probe for involvement in hiring and firing, other personnel aspects, and other aspects.)

16. Do you feel the program involves and is responsive to the community? (Probe for whether the program or the community is primarily responsible for sufficient or insufficient involvement and the associated reasons.)

17. Would you have any ideas for improving the program's relations with parents or the community? (Probe, as necessary, for basis for suggestions and their anticipated effects.)

18. Do you feel your salary is fair? (Probe for basis for positive or negative answer.)

19. Do you feel promotions are decided on a fair basis? (Probe for basis for positive or negative answer.)

20. Are there other problems involving Head Start policies about which people are unhappy?

Former Employee Interview Guide

Explain to the interviewee that the purpose of this survey is to improve the Head Start program by finding out what makes employees leave the program.

1. What things did you like best about your work in Head Start?
2. What things did you like least about your work in Head Start?
3. What was your last position in Head Start?
4. How long did you work in Head Start?
5. Did you get any training in Head Start? (If no, skip to Question 9.)
6. Did it help you in your work at Head Start?
7. Does it help in your present work? What is your present job?
8. Did you get a raise in Head Start after your training? A promotion? (If no) Should you have been given a raise or a promotion?
9. Did the Head Start staff members get along with each other? (Probe for nature of problems among staff).
10. How might Head Start staff relations be improved?
11. Did Head Start employees get along with their supervisors or were there problems?
12. Are there any ways in which relations between employees and supervisors could have been improved?
13. Were there any (other) problems which made you feel uncomfortable in Head Start?
14. What caused you to leave Head Start?

Former Employee Interview Guide
Page 2

15. Are you working now? In what job? (If not asked in question 7.)

16. Did you receive the questionnaire we mailed to you? Have you sent it back to us? If not, please complete it and send it to us. It is important to have your opinion on these subjects.

INTERVIEW GUIDE

GRANTEE AGENCY HEAD START ADMINISTRATOR INTERVIEW

(Should only be used for programs having one or more delegate agencies.)

1. In your overview of delegate agency operations, what, if any, personnel problems exist? (If answer is none, probe for other problems that implicitly reflect personnel problems, e.g., too few staff, inadequately trained staff, etc.)

2. What do you feel are the primary indications that the agency is having personnel problems? (Probe for existence of:

   - High turnover of professional staff
   - High turnover of paraprofessional staff
   - High turnover of management personnel
   - Difficulties in recruitment of:
     - Professional
     - Paraprofessional
     - Management
   - High rate of internal lateral transfers versus promotions

   Also ask for examples as warranted.)

3. What do you see as the most important causes of these problems? (Probe for possible effect of:

   - Opportunities for promotion
   - Training for better jobs within Head Start
   - Not enough training
   - Promotions not being based on performance
   - Salaries being too low
   - Hours too short to earn a reasonable income
   - Working with children can become frustrating over time
   - Do not hire the right people
   - Do not manage people well
   - Staff relations are poor
   - Community relations are poor

4. What other factors, if any, contribute to personnel problems? (If specific causes above not mentioned, probe by asking: "Do you feel that. . . is a problem?")

5. What components of programs seem to have had the most personnel problems?

6. What factors do you feel have contributed to the prevelance of problems in these components? (Probe for [1] factors named as being most important, No. 3, and [2] factors cited as being of secondary importance, No. 4.)

7. Which components seem to have had the fewest problems?

8. Can you cite any reasons why these components have had fewer problems? (Probe for absence or elimination of factors named in Nos. 3 and 4.)

9. How do you feel personnel problems affect the ability of the delegate agencies "to function effectively?" (Do not say--"to achieve its goals"--this is a rather controversial phrase. Probe for effect of causes cited as being of primary importance.)

10. Have some delegate agencies done a better job than others in their handling of personnel? (Probe for:

    - Elimination of problems
    - Positive approaches which have precluded the development of problems, e.g., salaries, good staff or community relations, etc.)

11. How would you characterize the overall effectiveness of your Career Development Committee and/or Program; for example, have they increased or decreased personnel stability? (Probe for other examples.)

12. What, if any, improvements do you feel are needed in the Career Development Committee and/or Program?

13. Have any turnovers among HEW/OCD Regional employees created difficulties for the operations of your program? (Probe for the kinds of difficulties and Regional Office positions in which such turnovers occurred.)

(Only ask if not mentioned as part of answer to No. 9.)

14. Has turnover in the Regional Training Office position been a problem? (Probe for effects it has had.)

15. Do you think that personnel problems could be reduced if people in Head Start received more training in administration? (Probe for:

- In which positions might people benefit the most?
- What kinds of training do you feel are needed?
    - Learning how to choose the right people for the job
    - Learning how to manage people better
    - Other.)

16. Do you feel that the program has experienced problems in its relations with its Board of Directors? (Probe for types of problems and effects.)

17. Do you think that your program's relations with its Board of Directors might be improved in some way? (Probe for nature of improvements: vis-a-vis: [1] cited problems, and [2] other areas.)

18. What problems, if any, have you noticed regarding relations with the Policy Committee? (Probe for types of problems and effects.)

19. Do you think that relations with the Policy Committee might be improved in various ways? (Probe for nature of improvements: vis-a-vis [1] cited problems, and [2] other areas.)

20. Do you feel that the program has experienced problems as a result of turnover within this agency or the delegate agencies? (Probe for nature of problems and effects.)

21. Do you feel these problems are a result of particular conditions or are they common to Head Start programs? (Probe for conditions and examples.)

22. Would you have any suggestions as to how relations between grantee and delegate agencies might be improved? (Probe for nature of improvements vis-a-vis [1] cited problems, and [2] other areas.)

ADDITION TO HEAD START DIRECTOR INTERVIEW

The following are some of the purposes of Head Start programs as they have been conveyed to us. For each of these purposes, please tell me if it is indeed one of the purposes of your program and if so, if employee mobility has affected your ability to accomplish that purpose.

Purpose	Applicable?	Affected by turnover?
1. To support & accelerate the development of children		
2. To strengthen the self-confidence, family confidence and community consciousness of children by letting them see parents and others in their community operate in situations of responsibility		
3. To develop the community life of the parents		
4. To provide a training ground for employees in the program to go into other gainful employment beyond what would have been possible without their participation in Head Start		
5. Other purposes		

ADDENDUM TO HEAD START ADMINISTRATOR INTERVIEW GUIDES

- We will be telephoning the Head of the Policy Council (or Policy Committee). Can you provide his name and phone number?

____________________ ____________________
Name Phone Number

- We would also like to have the name and phone number of the Head of the Board of Directors of your agency.

____________________ ____________________
Name Phone Number

- In the Project Data Questionnaire, we asked about general types of organizations who compete with you in the employment market. Will you provide me with the exact name and address of each of these organizations?

____________________ ____________________

____________________ ____________________

____________________ ____________________

____________________ ____________________

____________________ ____________________

- A final numerical question--How long have you been the director of this program? ______________ How many directors have there been over the history of this program? ____________ How many years has the program existed? ______________

INTERVIEW GUIDE

DELEGATE AGENCY HEAD START ADMINISTRATOR INTERVIEW

(Should also be used for Grantee Agency Administrator Interview when program has no delegate agency. In this case, omit numbers 19 through 21.)

1. In your overview of the operations of this Head Start Program, what, if any, personnel problems exist? (If answer is none, probe for other problems that implicitly reflect personnel problems, e.g., too few staff, inadequately trained staff, etc.)

2. What do you feel are the primary indications that the program is having personnel problems? (Probe for existence of:

   - High turnover of professional staff
   - High turnover of paraprofessional staff
   - High turnover of management personnel
   - Difficulties in recruitment of:
     - Professional
     - Paraprofessional
     - Management
   - High rate of internal lateral transfers versus promotions

   Also ask for examples as warranted.)

3. What do you see as the most important causes of these problems? (Probe for possible effect of:

   - Opportunities for promotion
   - Training for better jobs within Head Start
   - Not enough training
   - Promotions not being based on performance
   - Salaries being too low

- Hours too short to earn a reasonable income
- Working with children can become frustrating over time
- Do not hire the right people
- Do not manage people well
- Staff relations are poor
- Community relations are poor

4. What other factors, if any, contribute to personnel problems? (If specific causes above not mentioned, probe by asking: "Do you feel that...is a problem?")

5. What components of the program seem to have had the most personnel problems?

6. What factors do you feel have contributed to the prevalence of problems in these components? (Probe for [1] factors named as being most important, No. 3, and [2] factors cited as being of secondary importance, No. 4.)

7. Which components seem to have had the fewest problems?

8. Can you cite any reasons why these components have had fewer problems? (Probe for absence or elimination of factors named in Nos. 3 and 4.)

9. How do you feel personnel problems affect the ability of the program "to function effectively?" (Do not say--"to achieve its goals"--this is a rather controversial phrase. Probe for effect of causes cited as being of primary importance.)

10. How would you characterize the overall effectiveness of your Career Development Committee and/or Program; for example, have they increased or decreased personnel stability? (Probe for other examples.)

11. What, if any, improvements do you feel are needed in the Career Development Committee and/or Program?

12. Have any turnovers among HEW/OCD Regional employees created difficulties for the operations of your program? (Probe for the kinds of difficulties and Regional Office positions in which such turnovers occurred.)

(Only ask if not mentioned as part of answer to No. 9.)

13. Has turnover in the Regional Training Office position been a problem? (Probe for effects it has had.)

14. Do you think that personnel problems could be reduced if people in Head Start received more training in administration? (Probe for:

- In which positions might people benefit the most?
- What kinds of training do you feel are needed?
  - Learning how to choose the right people for the job
  - Learning how to manage people better
  - Other.)

15. Do you feel that the program has experienced problems in its relations with its Board of Directors? (Probe for types of problems and effects.)

16. Do you think that your program's relations with its Board of Directors might be improved in some way? (Probe for nature of improvements: vis-a-vis: [1] cited problems, and [2] other areas.)

17. What problems, if any, have you noticed regarding relations with the Policy Committee? (Probe for types of problems and effects.)

18. Do you think that relations with the Policy Committee might be improved in various ways? (Probe for nature of improvements vis-a-vis [1] cited problems, and [2] other areas.)

19. Do you feel that your program has experienced problems as a result of turnover within the grantee or delegate agencies? (Probe for nature of problems and effects.)

20. Do you feel these problems are a result of particular conditions or are they common to Head Start programs? (Probe for conditions and examples.)

21. Would you have any suggestions as to how relations between grantee and delegate agencies or among delegate agencies might be improved? (Probe for nature of improvements vis-a-vis [1] cited problems, and [2] other areas.)

ADDITION TO HEAD START DIRECTOR INTERVIEW

The following are some of the purposes of Head Start programs as they have been conveyed to us. For each of these purposes, please tell me if it is indeed one of the purposes of your program and if so, if employee mobility has affected your ability to accomplish that purpose.

	Purpose	Applicable?	Affected by turnover?
1.	To support & accelerate the development of children	________	____________
2.	To strengthen the self-confidence, family confidence and community consciousness of children by letting them see parents and others in their community operate in situations of responsibility	________	____________
3.	To develop the community life of the parents	________	____________
4.	To provide a training ground for employees in the program to go into other gainful employment beyond what would have been possible without their participation in Head Start	________	____________
5.	Other purposes		

ADDENDUM TO HEAD START ADMINISTRATOR INTERVIEW GUIDES

. We will be telephoning the Head of the Policy Council (or Policy Committee). Can you provide his name and phone number?

______________________	______________________
Name	Phone Number

. We would also like to have the name and phone number of the Head of the Board of Directors of your agency.

______________________	______________________
Name	Phone Number

. In the Project Data Questionnaire, we asked about general types of organizations who compete with you in the employment market. Will you provide me with the exact name and address of each of these organizations?

______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________

. A final numerical question--How long have you been the director of this program?__________________ How many directors have there been over the history of this program?______________ How many years has the program existed?________________

METHODOLOGY

This appendix contains the method of selecting the survey sample, the methodology for collecting the data and the extent of responses from the individuals, and organizations in the sample.

1. SAMPLE SELECTION

(1) A Sample of 70 Programs Was Selected By Stratifying the Universe of All Full-Year Head Start Programs

The universe of Head Start Programs consisted of a 1971 OEO inventory of 995 programs and their associated characteristics. This information may have excluded the few new sponsorships introduced into the overall Head Start program since 1971, but these data were the most complete available for use in this study.

The objective for the selection of a sample was to provide representation of a wide range of full-year programs on a random basis by size within minimum constraints of practicality for visiting the program sites. Accordingly, the sample was drawn from a total population of 863 Head Start programs which represent certain exclusions from the available roster:

- Indian and migrant programs (64)
- Parent-child programs (32)
- Programs located in other than the continental United States, e.g.,:
  - Alaska (3)
  - Hawaii (3)
  - Pacific Trust Territories (4)
  - Guam (1)
  - Puerto Rico (2)
  - Virgin Islands (1)
- Programs with questionable entries on the available roster of programs (15)
- Examples of such programs are:
  - Harford County Community Action Committee, Bel Air, Maryland
  - Oconee Area Community Action Agency, Milledgeville, Georgia
  - South Carolina Office of Equal Opportunity, Columbia, South Carolina
  - Hutchinson Board of Education, Hutchinson, Kansas
- Multiple programs under one grantee (7)

These exclusions, representing 132, were not included due to their special ingredients or to geographic features which would have increased survey cost considerably without appreciable benefits.

Using, therefore, a population of 863, a sample of 70 was drawn. This sample was selected in the following manner:

- The population of full-time Head Start programs (with the above exclusions) was ranked in accordance to size of Federal funding but was not used as a determinant of ranking, because it frequently consists of in-kind or volunteer contributions, in contrast to monies for maintaining paid staff.
- The ranked population was divided into 4 strata, each representing approximately $72 million or 25% of the dollar value of the sum of all Federal funds granted to the population (287,395).
- From each of the 3 strata which do not contain the largest programs, 20 samples were drawn randomly through the application of a table of random numbers. These 3 strata contain 68, 182 and 599 programs respectively. Subsequently, two substitutions were made for randomly drawn samples to achieve greater representation for Region VI. Four additional substitutions were made when it was learned that four selected programs had either been absorbed into other programs or had been defunded. These substitutions were made within the same region of each program being replaced and were of the same magnitude in Federal funding.
- From the stratum containing the 14 largest programs, a sample of 10 programs was drawn selectively to achieve geographical and urban/rural representativeness for all of the programs in that segment. A random selection was adjudged inadequate. Inclusion of all 14 was adjudged too time consuming within the scope of this assignment.

- The four excluded programs were rejected for the following reasons:
  - Seven Mississippi programs had already been drawn randomly, and an eighth, the largest in Mississippi, had been chosen selectively, thus eliminating the need to examine:
    - Mississippi Action for Progress, Jackson, Mississippi
    - Bolivar County Community Action Program, Cleveland, Mississippi
    - Central Mississippi Inc., Winona, Mississippi
  - The Midwest large urban city was represented by Chicago, thus eliminating the need to examine the Mayor's Committee for Human Resources Development, Detroit, Michigan

The final 70 samples are presented in Exhibit I, following this page. They are ranked by order of Federal funding within each sample stratum.

The sample represents a cross section of Head Start Program characteristics. Since the population was ranked in order of Federal funding and segmented by equal groups of Federal dollars, the full-range of Federal funding is represented. Other measures of representativeness are shown in Exhibit II, following Exhibit I.

EXHIBIT I (1)

Office of Child Development
Department of Health, Education and Welfare

PROGRAM SAMPLE SELECTED FOR EMPLOYEE MOBILITY STUDY

SAMPLE A

Grantee	City	State	FY 1971 Federal Funds (000)
Agency for Child Development	New York	New York	$13,405
Chicago Committee	Chicago	Illinois	$ 8,934
Economic and Youth Opportunity	Los Angeles	California	$ 8,160
Mary Holmes Community Ed.	Jackson	Mississippi	$ 6,531
United Planning Organization	Washington	D. C.	$ 4,021
Economic Opportunity	Miami	Florida	$ 3,579
Seattle-King County Ec.	Seattle	Washington	$ 3,091
Harris County Community	Houston	Texas	$ 3,080
Act for Boston Community	Boston	Massachusetts	$ 2,527
United Community Corp.	Newark	New Jersey	$ 2,315

SAMPLE B

Grantee	City	State	FY 1971 Federal Funds (000)
Economic Opportunity Fdn	Kansas City	Kansas	$ 1,625
Denver Head Start	Denver	Colorado	$ 1,615
Montgomery Community	Montgomery	Alabama	$ 1,370
Community Service Organization	Jackson	Mississippi	$ 1,253
Community Rel. -Social Dev.	Milwaukee	Wisconsin	$ 1,190
Mid-Delta Education	Greenville	Mississippi	$ 1,157
Delta Area Economic Opp.	Portageville	Missouri	$ 1,123
Coahoma Opportunity	Clarksdale	Mississippi	$ 1,122
San Bernardino County	San Bernardino	California	$ 1,075
Mississippi Industrial College	Holly Springs	Mississippi	$ 1,050

SAMPLE B (Continued)

Grantee	City	State	FY 1971 Federal Funds (000)
Progress for Providence	Providence	Rhode Island	$ 992
Institute of Community Services	Holly Springs	Mississippi	$ 985
TRI-Parish Progress	Crowley	Louisiana	$ 953
CAAP of Greater Indianapolis	Indianapolis	Indiana	$ 928
Community Advancement	Baton Rouge	Louisiana	$ 908
Orange County Community	Santa Ana	California	$ 884
Southwest Mississippi	Woodville	Mississippi	$ 841
TRI-County Community	Laurinburg	North Carolina	$ 802
Economic Opportunity	Riverside	California	$ 802
Alabama Council	Auburn	Alabama	$ 751

SAMPLE C

Grantee	City	State	FY 1971 Federal Funds (000)
Atlantic Human Resources	Atlantic City	New Jersey	$ 640
Portland Metro. Steering Com.	Portland	Oregon	$ 611
Lift, Inc.	Tupelo	Mississippi	$ 561
ARVAC Inc.	Dardanelle	Arkansas	$ 547
Cameron Co. Comm. Rights	Brownsville	Texas	$ 540
ACTION Inc.	South Bend	Indiana	$ 468
East Missouri Community	Flat River	Missouri	$ 453
SCOPE	Dayton	Ohio	$ 444
Metropolitan Development	Tacoma	Washington	$ 429
Montgomery County Dept. Corp.	Rockville	Maryland	$ 406
Worcester Com. Action	Worcester	Massachusetts	$ 415
Shore Up Inc.	Salisbury	Maryland	$ 406
West Lake Cumberland	Columbia	Kentucky	$ 356
Experiment in Self-Reliance	Winston-Salem	North Carolina	$ 355
The Missouri Ozarks	Richland	Missouri	$ 308
Economic Improvement	Edenton	North Carolina	$ 289

EXHIBIT I (3)

SAMPLE C (Continued)

Grantee	City	State	FY 1971 Federal Funds (000)
Piedmont Community Action	Spartanburg	South Carolina	$ 278
Lowndes County Board	Haynesville	Alabama	$ 263
Lake County Community	Waukegan	Illinois	$ 253
Community Action	Rio Grande City	Texas	$ 253

SAMPLE D

Grantee	City	State	FY 1971 Federal Funds (000)
Sussex County CAA Inc.	Georgetown	Delaware	$ 246
Central Vermont CAC Inc.	Montpelier	Vermont	$ 245
Greater Lawrence Com. Act.	Lawrence	Massachusetts	$ 219
Muskegon-Oceana CAAP	Muskegon	Michigan	$ 202
York County Community Act.	Alfred	Maine	$ 135
Somerset Comm. Act.	Somerset	New Jersey	$ 126
Mercer County Econ. Opp.	Bluefield	West Virginia	$ 110
Comm. Improvement Council	Danville	Virginia	$ 95
Thompson School District	Loveland	Colorado	$ 77
Upper Ocmulgee Econ.	Jackson	Georgia	$ 68
Anderson County CAC	Clinton	Tennessee	$ 67
Delta Comm. Act. Fdn.	Duncan	Oklahoma	$ 61
I Care, Inc.	Statesville	N. Carolina	$ 60
Clackamas Co. Eco. Auth.	Oregon City	Oregon	$ 50
Scott County Rural Are.	Gate City	Virginia	$ 48
Cranston Community Act.	Cranston	Rhode Island	$ 42
Kno-Ho-Co Tri-County	Warsaw	Ohio	$ 42
Detroit School District	Detroit	Texas	$ 30
Garrett-Keyser-Butler Schl.	Garrett	Indiana	$ 15
Kountze Independent Schl.	Kountze	Texas	$ 10

EXHIBIT II

Office of Child Development
Department of Health, Education, and Welfare

SAMPLE REPRESENTATIVENESS

• Regional location

- I -- 7
- II -- 4
- III -- 7
- IV --20
- V -- 9
- VI -- 9
- VII -- 4
- VIII-- 2
- IX -- 4
- X -- 4

• Community Characteristic

- Urban--35
- Rural--35

• Duration of Programs During Day

- Part day -- 33
- Full day -- 18
- Combination-- 19

• Number of centers

- 1 through 5 --20
- 6 through 10--10
- 11through 20--16
- 21through 30--11
- Over 30 --13

: Child/Staff Ratio

- 2:1 through 2.9:1-- 3
- 3:1 through 3.9:1--15
- 4:1 through 4.9:1--22
- 5:1 through 5.9:1--18
- 6:1 through 6.9:1--10
- 7:1 or over -- 2

As indicated in Exhibit III, following this page, the 8% of the Head Start grantees which were surveyed represent 31% of the Federal funds, 27% of the paid staff, and 25% of the children in Head Start full-year programs.

(2) Current Employees Were Selected Using Two Approaches Which Were Related to the Numbers of Centers and Delegate Agencies in Each Program

In addressing the program of selecting current employees within the 70 program universe, the following two approaches were taken:

- General approach for all programs in which all delegate agencies were included in this sample (54 programs)
- Special approach for programs with several delegate agencies, not all of which were included in this sample (16 programs)

In essence, these approaches provide a controlled randomized sample so that the following percentages of centers were sampled in accordance with the stratum in which the program falls:

- Stratum A--20%
- Stratum B--20%
- Stratum C--20%
- Stratum D--33%

EXHIBIT III

Office of Child Development
Department of Health, Education, and Welfare

SAMPLE RELATIONSHIP TO TOTAL POPULATION

STRATA RELATIONSHIP TO TOTAL POPULATION

	Grantees		Federal Funds (000)		Staff		Children	
Strata	Number	Percent	Range	Percent	Number	Percent	Number	Percent
A	14	1.6	$13,405- 2,027	25	9,437	18.5	49,204	19.6
B	68	7.9	$ 2,014- 695	25	12,737	25.0	64,000	25.4
C	182	21.1	$ 668- 252	25	13,403	26.3	67,554	26.8
D	599	69.4	$ 252- 1	25	15,440	30.3	70,806	28.1
Totals	863	100.0		100	51,017	100.1	251,564	99.9

SAMPLE RELATIONSHIP TO STRATA AND TOTAL POPULATION

	Grantees		Federal Funds (000)		Staff		Children	
Sample	Number	Percent of Stratum	Total	Percent of Stratum	Number	Percent of Stratum	Number	Percent of Stratum
A	10	71	$51,822	73	7,616	81	36,281	74
B	20	29	21,426	30	4,248	33	19,483	30
C	20	11	8,375	12	1,479	11	7,543	11
D	20	3	1,948	3	418	3	1,695	2
Totals	10	8%	$83,571	30%	13,761	27%	65,002	26%

The overall goal was to sample 25% of the total paid staff in the 70 programs through use of the Current Employee Questionnaire. The goal of the general approach was to draw respondents as follows:

- All employees of the grantee Head Start office
- All employees of the delegate agency Head Start office(s)
- All employees of selected centers identified by the grantee/delegate agency Head Start director using the following scheme:
  - Referring to an alphabetized list of the agency's centers, at the director selected centers starting at the top of the list until the directed number, e.g., had been accumulated
  - The directed number of centers was established by Booz, Allen for each program so that the above percentages are observed

The goal of the special approach was to draw respondents as follows:

- All employees of the grantee Head Start office
- Within a representative subsample of delegate agencies drawn by Booz, Allen to include a cross-section of delegate agency sizes (in terms of numbers of centers)
  - All employees of the selected delegate agency Head Start offices

- All employees of selected centers of these delegate agencies identified by the Head Start director using the above scheme

Note that for the special approach, percentages of employees within centers were increased sufficiently to assure the same total program coverage by stratum as specified above.

(3) The Sample of Former Employees Included All Employees Who Left Each Organization After July 1, 1970

Each organization in the sample was asked to provide a listing of individuals who had left Head Start employment since July 1, 1970. These individuals constitute the sample of former employees. Former Employee Questionnaires were mailed to all former employees identified by the organization lists for two reasons:

- Since the turnover rate was revealed as far less than 100% for the two year period, former employees were outnumbered by the current employees
- Experience indicates that the response rate for former employees is much lower than that for current employees so any oversampling of the former on an organization basis is useful in offsetting this tendency

The rates of response for both organizations and individuals are detailed in the next two sections.

2. ORGANIZATIONAL RESPONSE

A total of 123 organizations were visited in the conduct of this study. One hundred and eight others were sent questionnaires but were not visited. Several types of information were requested from each organization. This section specifies what was requested and which organizations responded.

(1) Despite Rigorous Follow-Up, Only 32% of All Organizations Visited Returned All Information Requested, But Over 75% Returned the Questionnaire Relating to the Extent of Mobility

Each organization was asked to:

- Complete a Project Questionnaire
- Provide a list of former employees
- Return Current Employee Questionnaires if they were not available at time of the consultant's visit
- Complete a Confirmation of Departure Questionnaire for each employee included on the former employee list

Only 39 out of 124 of the organizations complied with all of the requests. In general, we observed a higher response rate among smaller organizations. Exhibit IV, following this page, shows total numbers of organizations which responded to each specific request. Exhibit V, following Exhibit IV, shows by organization, what information was not

EXHIBIT IV

Office of Child Development
Department of Health, Education and Welfare

ORGANIZATION INFORMATION REQUESTED/PROVIDED

nformation Requested	Number of Organizations Receiving Request	Number Of Organizations Responding
rantee Agency roject Data Questionnaire	16	7
elegate Agency Project ata Questionnaire (a)	108	87
ist of Former Employees (a) or indicated no terminations)	124	92
elegate Agency Project ata Questionnaire (b)	108	50
onfirmation of Departure Questionnaire	77	37

a) Sent to grantees who operate Head Start centers directly and to those delegate agencies which were selected to receive Current Employee Questionnaires and to be interviewed.

b) Sent to those delegate agencies which were within sample programs, but which were neither to receive Current Employee Questionnaires nor to be interviewed.

EXHIBIT V (1)

Office of Child Development
Department of Health, Education and Welfare

ORGANIZATION NON RESPONSES

TYPE OF INFORMATION

Organization	Grantee Project Data	Delegate Project Data	Current Employee Questionnaire	Former Employee List	Confirmation of Departure
Worcester School Department Worcester, Mass.					X
Action for Boston Community Development Boston, Mass.				X	(X)
Cranston Community Action Cranston, R.I.					X
Central Vermont Community Action Corporation, Inc. Montpelier, Vt.		X	X	X	(X)
Newark Pre-School Council, Newark, N.J.					X
Somerset Community Action Corporation Program, Somerset, N.J.		*	X	X	(X)
Agency for Child Development, New York, N.Y.					X
Addie Mae Collins, New York, N.Y.				*	(X)
Adults & Children for Educational Development New York, N.Y.				X	(X)
Archdiocese of New York New York, N.Y.					*
Bank Street College New York, N.Y.					X
Bedford Stuyvesant Youth in Action New York, N.Y.					X
Bronx River Neighborhood Center, New York, N.Y.		X		X	(X)
Brownsville Community Council, New York, N.Y.				X	(X)
Builders for Family and Youth New York, N.Y.		X		X	(X)
Bushwick Community Corporation, New York, N.Y.					X
UPO Washington, D.C.				X	(X)
Capital Head Start, Washington, D.C.		X			X
Arlington Child Day Care Center, Arlington, Va.		X			

* received after deadline
** no Head Start Employees
*** information received but deemed too inadequate for use

(X) Former Employee List not received, hence Confirmation Departure neither requested nor received

EXHIBIT V (2)

	TYPE OF INFORMATION				
Organization	Grantee Project Data	Delegate Project Data	Current Employee Questionnaire	Former Employee List	Confirmation of Departure
Higher Horizons Day Care, Bailey's Crossroads, Va.					X
Sussex County Community Action Agency Inc. Georgetown, Del.					X
Montgomery County Public Schools Rockville, Maryland					X
Shore Up, Inc. Salisbury, Md.					X
Lee County Head Start, Auburn, Ala.					X
Dade County Community Action Agency Miami, Fla.					X
Upper Ocmulgee Economic Opportunity Council, Jackson, Ga.					X
Mary Holmes Community Education Extension Division Jackson, Miss.					X
Coahoma Opportunity Grenada, Miss.					X
Community Service Association, Jackson, Miss.				X	(X)
Institute of Community Service, Rust College, Holly Springs, Miss.					X
Mid Delta Education Association, Greenville, Miss.				X	(X)
Southwest Mississippi Opportunity, Inc. Woodville, Miss.		X		X	(X)
Economic Improvement Council Edenton, N.C.					X
Family Services, Inc. Winston-Salem, N.C.					*
Piedmont Community Action, Spartanburg, S.C.		X			
I Care, Inc. Statesville, N.C.	X		X	X	(X)
Chicago Committee on Urban Opportunity, Chicago, Ill.	X				X
Board of Education, Chicago, Ill.					X

* received after deadline
** no Head Start Employees
*** information received but deemed too inadequate for use

(X) Former Employee List not received, hence Confirmation Departure neither requested nor received

EXHIBIT V (3)

TYPE OF INFORMATION

Organization	Grantee Project Data	Delegate Project Data	Current Employee Questionnaire	Former Employee List	Confirmation of Departure
Chicago Youth Centers - LEARN Chicago, Ill.					X
Zion Hill Baptist Church Chicago, Ill.		X			
Lake County Community Action Waukegan, Ill.		***		X	(X)
CAAP of Greater Indianapolis, Indianapolis, Ind.	**				
Indianapolis Pre-School Corporation Indianapolis, Ind.					X
Action, Inc. South Bend, Ind.	**				
Muskegon Oceana, CAAP Muskegon, Mich.				X	(X)
Community Relation Social Development Commission Milwaukee, Wisc.					X
Arvac Dardanelle, Ark.		***		X	(X)
Tri-Parish County, Crowley, La.					X
Community Advancement, Inc. Baton Rouge, La.		X	X	X	(X)
C.A.W.S., Baton Rouge, La.		X	X	X	(X)
Delta Community Action Foundation Duncan, Okla.			X	X	(X)
Cameron County Community Projects, Brownsville, Tex.		X			X
Harris County Community Action, Houston, Tex.		***		X	(X)
Detroit School District Detroit, Tex.		***			
Community Action Council of Starr County Texas, Rio Grande City, Tex.		X	X	X	(X)
Economic Opportunity Foundation, Kansas City, Kan.				X	(X)
East Missouri Community Action Flat River, Mo.					X
Delta Area Economic Opportunity Corporation Portageville, Mo.					X

* received after deadline
** no Head Start Employees
*** information received but deemed too inadequate for use

(X) Former Employee List not received, hence Confirmation Departure neither requested nor received

EXHIBIT V (4)

	TYPE OF INFORMATION				
Organization	Grantee Project Data	Delegate Project Data	Current Employee Questionnaire	Former Employee List	Confirmation of Departure
Denver Public Schools, Denver, Colo.					X
United for Progress Denver, Colo.					X
LARASA Head Start Denver, Colo.		X			X
Greater Los Angeles Community Action (GLACA) Los Angeles, Calif.	X		X	X	(X)
Child Care and Development Services Los Angeles, Calif.					X
Delta Sigma Theta Head Start Los Angeles, Calif.			*	*	(X)
Federation of Pre School and Community Education Hawthorne, Calif.		X	X	X	(X)
Kedran Community Head Start Los Angeles, Calif.			*	X	(X)
Orange County CAC Santa Ana, Calif.	X			X	(X)
Council of Affiliated Negro Organization, Inc. Santa Ana, Calif.				X	(X)
Economic Opportunity Board Riverside, Calif.	X			X	(X)
San Jacinto School District Riverside, Calif.					X
Corona Norco Head Start, Corona, Calif.					X
San Bernardino County Board Supervisors, San Bernardino, Calif.	X			X	(X)
Victorville School District San Bernardino, Calif.					X
North Fontana Head Start San Bernardino, Calif.		X			X
Christ Church Head Start, San Bernardino, Calif.					X
Clackamus County Headstart Oregon City, Ore.					X
Portland Metropolitan Sterring Co. Portland, Ore.		X			
Seattle King County Economic Opportunity Board Seattle, Wash.	X			X	(X)
Neighborhood House Seattle, Wash.				X	(X)
TOTALS	9	21	11	32	40

received. In Chapter III of this report, mobility is discussed by program. However, since not all delegate agencies within all programs returned the project questionnaire, the data in some instances reflect less than 100% of those employed in the entire program. Exhibit VI, following this page, lists the programs where not all delegates returned project data and give the number of employees which this data represents.

An intensive follow-up was done initially by telephone. Each organization with outstanding information was contacted at least twice and in most instances three times. A letter was then mailed to the organization requesting the information and copies were forwarded to the Regional office requesting that they pursue the matter further.

Follow-up was not as extensive in Regions VI and IX due to the fact that they were visited last in the survey. One follow-up call was made to organizations in Los Angeles and Santa Ana, California to urge submission of material. No telephone follow-up was conducted in Region VI, because programs in that region continued to be visited until shortly before the close of the survey.

EXHIBIT VI

Office of Child Development
Department of Health, Education and Welfare

PROGRAMS REPORTING LESS THAN ALL EMPLOYEES

Region	Program Name	Total Number of Employees (PY71)	Number of Employees For Which Data Were Obtained (PY71)	Percent Reported
II	United Community Corporation Newark, N.J.	311	287	92.3%
II	Agency for Child Development New York, N.Y.	1205	789	65.5%
III	Montgomery County CAA Rockville, Md.	125	78	62.4%
III	United Planning Organization Washington, D.C.	526	100	19.0%
IV	Anderson County CAC Clinton, Tenn.	22	8	36.4%
V	Chicago Committee on Urban Opportunity Chicago, Ill.	720	684	95.0%
IX	GLACAA Los Angeles, Calif.	1492	1109	74.3%
IX	Orange County Santa Ana, Calif.	228	49	21.5%
IX	Economic Opportunity Board Riverside, Calif.	204	55	27.0%
IX	San Bernardino County Board Of Supervisors San Bernardino, Calif.	371	79	21.3%
X	Seattle - King County Economic Opportunity Board Seattle, Wash.	478	155	32.4%

For consistency, PY 71 data are shown in this exhibit because PY72 data were not available in all cases.

(2) Project Questionnaires Were Returned More Frequently Than Former Employee Lists or Confirmation of Employee Departure Questionnaires

Grantee Agency Project Data Questionnaires were sent to those grantees who do not directly operate Head Start centers. When it was known that there were no Head Start employees at the grantee level, a questionnaire was not sent. A total of 16 grantee project questionnaires were mailed to organizations. Two grantee organizations which were included in the original survey total and which were visited had no Head Start employees. These were counted as nonresponses. All other grantees and all delegates received Delegate Agency Project Questionnaires. A total of 108 were mailed and 91 were received.

In addition, when only some of the delegates were visited, in a particular program, a Delegate Agency Project Questionnaire was also sent to each of the delegates not visited. A much lower response rate, however, was observed in these "nonvisited delegates." A total of 50 out of 108, or 46% of their project questionnaires were completed and returned as contrasted with 84% of those visited.

Some organizations were unwilling or unable to provide names and addresses of former employees. For example, one organization refused to give addresses or phone numbers of former employees while another organization simply was unable to provide information because its files were in such poor condition.

Six organizations notified us that they had not had any turnover; these were counted as responses. Therefore, a total of 92 lists of former employee names were received.

The Confirmation of Employee Departure and Reasons Questionnaire provided information about why the individual left Head Start. A questionnaire was sent to the organizations for each former employee identified on former employee lists. Over 2,300 Confirmation of Departure questionnaires were mailed and 538, or 23%, were returned completed, representing 37 out of 77 programs.

(3) Mobility Data for Some Programs Were Incomplete

If a program which was also an organization (a grantee with no delegates) failed to return the project questionnaire or failed to provide accurate mobility information in Question 50, then there was no mobility data for that program. However, if several delegate agencies responded with accurate information, the data available were generalized to represent the program. It was possible to do this with the exception of Dade County CAC in Miami, Florida, in which case only the small delegate agency (5 employees) responded .

Exhibit VII, following this page, gives the:

- Total number of Head Start programs found in OEO data
- Sample program selected by this survey
- Number of programs for which mobility data were received

Some of these data were received after the cut-off date and could not be utilized in this survey.

For some organizations which were visited at the beginning of the survey, the program year ended after the project questionnaire was completed. There was no statistically valid way to adjust these data to reflect the entire program year. However, we felt that this would not affect the validity of the study since most turnover occurs at the end of the school year rather than the beginning. Exhibit VIII, following this page, gives the organizations for which this was the case, EXHIBIT VII (1)

Office of Child Development
Department of Health, Education, and Welfare

MOBILITY DATA REPORTED BY PROGRAMS

Total HS Programs By Region From 1971 OEO Inventory

	STRATUM				
Region	A	B	C	D	Total
I	1	2	9	54	66
II	2	4	11	51	68
III	1	5	22	61	89
IV	4	24	55	100	183
V	3	6	18	108	135
VI	1	14	27	90	132
VII	0	4	13	39	56
VIII	0	1	4	38	43
IX	1	8	17	27	53
X	1	0	6	31	38
Total	14	68	182	599	863

Sample Programs By Region Selected for This Survey

	STRATUM				
Region	A	B	C	D	Total
I	1	1	1	4	7
II	2	0	1	1	4
III	1	0	2	4	7
IV	2	9	6	3	20
V	1	2	3	3	9
VI	1	2	3	3	9
VII	0	2	2	0	4
VIII	0	1	0	1	2
IX	1	3	0	0	4
X	1	0	2	1	4
Total	10	20	20	20	70

EXHIBIT VII (2)

Mobility Data Reported By Region for This Survey

	STRATUM				
Region	A	B	C	D	Total
I	-	1	1	3	5
II	2	-	1	-	3
III	1	-	2	4	7
IV	1	8	5	3	17
V	1	2	1	3	7
VI	-	1	-	2	3
VII	-	2	2	-	4
VIII	-	1	-	1	2
IX	1	3	-	-	4
X	1	-	2	1	4
Total	7	18	14	17	56

EXHIBIT VIII

Office of Child Development
Department of Health, Education, and Welfare

ORGANIZATIONS FROM WHICH DATA WERE RECEIVED BEFORE THE END OF PY '72

Region	ID	Organization Name	Date PY '72 Ends	Date PD Received	Months Difference
III	30501	Scott County School Board	Oct. 31	Oct. 2	1
I	10100	York County Community Action	Oct. 31	Oct. 2	1
V	50800	Scope	Nov. 30	Oct. 3	2
X	00201	Portland Public Schools	Dec. 31	Dec. 5	1
III	30200	Sussex County Community Action Agency	Dec. 31	Oct. 2	3
IV	40900	Early Childhood Development Program	Dec. 31	Nov. 20	1
IV	41100	Hinds County Project, Head Start, Jackson, Miss.	Dec. 31	Dec. 6	1
IV	41300	Lift, Inc.	Dec. 31	Nov. 20	1
VII	70301	University of Missouri	Dec. 31	Nov. 27	1

along with dates and difference in the number of months between receipt of questionnaires and the end of program year.

(4) Organization Directors Were Interviewed To Ascertain Extent And Causes of Mobility

Directors of organizations were interviewed to gain information about specific problems regarding turnover beyond the data to be accumulated in the questionnaires. The interview guide used is included in Appendix B. An attempt was made to interview all other members of central staff within both the delegate or grantee organizations.

3. INDIVIDUAL RESPONSES

Individual employees of Head Start received questionnaires. Most of these also participated in group or individual interviews. Former employees were mailed questionnaires and interviewed by telephone.

(1) Questionnaires Were Completed by 2, 650 Current Employees and Over 1, 700 Were Interviewed

Over 3, 500 Current Employee Questionnaires were distributed to Head Start programs within this sample. An attempt was made to interview the same individuals who had completed the questionnaire, although this was not always possible. Of the 1,764 employees interviewed, 556 were central office staff and 1,182 were in the centers. The interview guide used is found in Appendix B. Employees were interviewed both individually (661 employees) and in small group sessions (1,085 employees).

The following procedure took place in a group interview:

- Introduction where interviewer requested each individual to state his/her:
  - Job
  - Current position within Head Start
  - Any earlier positions within Head Start
  - Number of years with Head Start
- Interviewer proceeded with specific questions and whichever individuals wished to respond could do so
- The Head Start Director, as a rule, did not participate in these sessions and strict confidentiality was stressed

(2) Former Employees Were Difficult To Contact Either By Mailed Questionnaire or By Telephone Interview

The following table demonstrates the response rate of former employees to the questionnaire mailed:

	Number	Percent
Names provided by 92 organizations responding	2401	-
Former Employee Questionnaires mailed	2349*	100.0
Questionnaires returned due to noncurrent or otherwise incorrect address	334	14.2
Questionnaires received	823	35.0

*52 individuals were deceased or program had no addresses available.

The telephone interview served as follow-up on the questionnaire as well as a means to gain further information about feelings concerning Head Start and ideas for improvement which the individual may not have been willing or did not have the opportunity to express on the questionnaire. However, there were several problems encountered in trying to contact people via the phone:

- Many Head Start Programs did not furnish the phone numbers of employees as requested

- Many of the phone numbers which appeared on the list were not current
- When an attempt was made to obtain the information through the directory assistance:
    - Many individuals were found to have unpublished numbers
    - If employee was a woman, the number was under her husband's name and impossible to identify
- In addition, once a working number has been secured, reaching the individual at home was difficult and entailed time consuming "call-backs"
- Some individuals refused to be interviewed on the phone

Exhibit IX, following this page, shows the level of effort and response rate for each organization which provided a list of former employees.

(3) Information About Regional Office Influence in Head Start Programs Was Obtained by Interviewing the Regional Office Employees

In the Regional Office an attempt was made to interview all employees connected with Head Start including the following individuals:

- Supervisors of community representatives
- Community representatives

- Child development specialists
- Career development specialists
- Other specialists or regional office employees directly concerned with the operations of Head Start programs

In most instances, the Assistant Regional Director of OCD was also interviewed. A total of 58 community representatives and 20 other specialists were personally interviewed. The interview guide used is found in Appendix B.

EXHIBIT IX (1)

Office of Child Development
Department of Health, Education and Welfare

FORMER EMPLOYEE TELEPHONE FOLLOW-UP

Organization	Number of Former Employees On List Provided	Number of Phone Numbers On List	Number of Operating Phone Numbers Secured	Actual Number Of People Contacted For Interview	% of Total Former Employee Contacted
REGION I					
York Co. CAA Alfred, Me.	4	0	4	4	100%
Child Dev. H.S. Worcester, Mass.	20	17	15	14	70%
Greater Lawrence H.S. Lawrence, Mass.	8	5	2	2	25%
Providence H.S. Providence, R.I.	60	49	18	17	28%
Cranston H.S. Cranston, R.I.	9	0	1	1	11%
REGION II					
Atlantic Human Resources Atlantic, N.J.	51	37	18	13	25%
United Comm. Corp. Newark, N.J.	4	0	1	1	25%
Newark Pre-School Council Newark, N.J.	88	73	27	17	19%
Agency Child Development New York, N.Y.	25	9	1	1	4%
ABC Montessori New York, N.Y.	7	0	1	0	0%
Archdiocese of New York Head Start New York, N.Y.	7	0	2	2	29%
Bedford Stuyvesant New York, N.Y.	56	45	16	10	18%
Bloomingdale Family Program New York, N.Y.	10	5	2	1	10%
Breukelen RecRoom H.S. Brooklyn, N.Y.	13	0	1	0	0%
REGION III					
Capital Headstart Washington, D.C.	83	28	23	5	6%
Arlington Child Dev. Arlington, Va.	16	7	7	5	31%
Higher Horizons Day Care Center Bailey's Crossroads, Va.	7	7	6	4	57%
Sussex Co. Head Start Georgetown, Del.	37	0	7	7	19%

EXHIBIT IX (2)

Organization	Number of Former Employees On List Provided	Number of Phone Numbers On List	Number of Operating Phone Numbers Secured	Actual Number Of People Contacted For Interview	% of Total Former Employee Contacted
Montgomery Co. H.S. Rockville, Md.	16	15	10	8	50%
Shore Up Salisbury, Md.	21	20	14	12	57%
Scott Co. H.S. Gate City, Va.	5	4	3	3	60%
Comm. Improvement Council, Danville, Va.	20	0	4	4	25%
Mercer Co. H.S. Bluewell, W. Va.	5	5	0	0	0%
REGION IV					
Lee County H. S. Auburn, Ala.	70	44	19	16	23%
Lowndes Co. Board of Education, Haynesville, Ala.	6	5	5	4	67%
Montgomery Co. CAA Montgomery, Ala.	7	7	4	2	29%
Dade Co. CAA Miami, Fla.	104	0	24	23	22%
St. Albans Day Nursery Miami, Fla.	3	2	1	1	33%
Upper Omulgee EOC Jackson, Ga.	6	0	3	2	33%
W. Lake Cumberland Columbia, Ky.	15	13	7	7	47%
Anderson Co. Schools Clinton, Tenn.	7	4	4	4	57%
Mary Holmes Comm. Educ. Extension Div. Jackson, Miss.	132	0	31	26	20%
Coahoma Opportunity, Inc. Clarksdale, Ms.	22	0	12	11	50%
Delta Hills Educ. Assoc. Sardis, Miss.	58	25	12	10	17%
Institute of Comm. Serv. Holly Springs, Miss.	33	16	4	1	3%
Lift Inc. Tupelo, Miss.	50	38	16	16	32%
Economic Improvement Council, Edenton, N.C.	17	0	5	2	12%

Organization	Number of Former Employees On List Provided	Number of Phone Numbers On List	Number of Operating Phone Numbers Secured	Actual Number Of People Contacted For Interview	% of Total Former Employee Contacted
Family Services, Inc. Winston-Salem, N.C.	27	0	7	2	7%
Tri Co. CAA Laurenburg, N.C.	23	11	8	6	26%
Piedmont CA Spartanburg, S.C.	16	13	10	10	63%
I Care, Inc. Statesville, N.C.	4	2	1	1	25%
REGION V					
Chicago Urban Opportunity Chicago, Ill.	19	0	2	1	5%
Chicago Board of Education Chicago, Ill.	45	20	13	13	29%
Chicago Youth Center Learn, Chicago, Ill.	158	158	42	42	27%
Chicago Zion Hill Chicago, Ill.	1	0	0	0	0%
Marcy-Newberry Chicago, Ill.	7	0	3	3	43%
Indianapolis Pre-School Indianapolis, Ind.	65	0	7	4	6%
South Bend Community School Corporation, South Bend, Ind.	38	34	17	16	47%
Muskegon Public School Muskegon, Mich.	35	29	19	17	49%
Knox Co. Head Start Mount Vernon, Ohio	10	5	1	0	0%
Scope Dayton, Ohio	64	0	18	18	28%
Community Relation, Social Dev. Commission Milwaukee, Wisc.	9	0	3	3	30%
Milwaukee Public Schools Milwaukee, Wisc.	21	16	10	9	43%
Day Care Services for Children Milwaukee, Wisc.	14	0	0	0	0%
REGION VI					
Tri Parish Progress Crowley, La.	26	22	16	15	58%

EXHIBIT IX (4)

Organization	Number of Former Employees On List Provided	Number of Phone Numbers On List	Number of Operating Phone Numbers Secured	Actual Number Of People Contacted For Interview	% of Total Former Employee Contacted
Cameron Co. CA Brownsville, Tex.	16	14	7	6	38%
Detroit Headstart Detroit, Tex.	3	3	3	3	100%
REGION VII					
Bonner Springs Head Start Bonner Springs, Ka.	5	5	0	0	0%
University of Mo. Portageville, Mo.	21	21	15	12	58%
Missouri Ozarks Richland, Mo.	14	14	6	5	36%
REGION VIII					
Denver Public Schools Denver, Colo.	80	70	18	18	23%
United for Progress Denver, Colo.	6	0	1	1	17%
Larasa Headstart Denver, Colo.	15	14	10	9	60%
REGION IX					
Child Care Development Service, Los Angeles, Calif.	116	91	25	22	20%
Frederick Douglas Child Development Center Los Angeles, Calif.	17	11	6	5	29%
Riverside Economic Opportunity Board Riverside, Calif.	[illegible]	0	0	0	0%
Corona-Norco H.S. Corona, Calif.	9	9	9	5	56%
San Jacinto School District San Jacinto, Calif.	7	5	3	2	29%
Christ Church Headstart Ontario, Calif.	4	3	2	2	50%
REGION X					
Portland Metropolitan Steering Committee Portland, Ore.	89	80	19	18	20%
Portland Public Schools Portland, Ore.	24	24	17	16	67%

EXHIBIT IX (5)

Organization	Number of Former Employees On List Provided	Number of Phone Numbers On List	Number of Operating Phone Numbers Secured	Actual Number Of People Contacted For Interview	% of Total Former Employee Contacted
Seattle Public Schools Seattle, Wash.	61	55	28	24	38%
CAMP, Seattle, Wash.	10	10	8	6	60%
Tacoma Public Schools Tacoma, Wash.	7	0	1	1	14%
	2184	1219	685	571	26%

LITERATURE REVIEW

The principal studies of employee mobility in Head Start related fields are those which examine turnover of Social Service employees, i.e., social workers and other professionals who provide social services. This literature review has surveyed the following topics pertaining to employee mobility:

- Turnover rates
- Causes of employee turnover
- Effects of employee losses
- Recommendations for reducing employee losses

1. TURNOVER RATES

A comparison of turnover rates determined by various studies is made in the "Overview Study of the Dynamics of Worker Job Mobility (National Study of Social Welfare and Rehabilitation workers, Work and Organizational Contexts);" published by the Social and Rehabilitation Service of DHEW in November, 1971. Exhibit I, following this page, details the annual turnover rates for various types of jobs found in the studies examined by the above report. (The full references are provided on the second page of Exhibit I). Whereas the annual turnover rate for industry in general was approximately 15% (1971 Study by Sarri et al), turnover rates for employees in social service agencies ranged from 11% to 50%, with most of the rates clustering in the tens and thirties percent brackets. Those rates in the higher portion of the range may reflect studies which were initiated in reaction to a perceived turnover problem.

2. CAUSES OF EMPLOYEE TURNOVER

(1) Joel Leftkowitz, "Personnel Turnover," a Manuscript Submitted To Progress in Clinical Psychology, 1970

Leftkowitz demonstrates an inverse relationship of transfer to length of employment. Initial problems of a new employee such as his expectations regarding the nature of the job and his training and orientation are issues

EXHIBIT D-I (1)

	STUDY			ANNUAL EMPLOYEE TURNOVER RATE			
	Author	Year	Type of Employers	Professionals	Nonprofessionals	Case Workers	Professional & Nonprofessional
1	Tollen	1960	Child Welfare and Family Service			27%	
2	Sarri, et al (1970)	1971	Industry in General				15%
3	Life Office Mgt. Assn.	1970	Social Welfare & Rehabilitation Services	11%	40%		
4	Irzinski	1968	Penn. Rehabilitation Counselors			30%	
5	HEW	1968	Division of State Merit Systems	18%			
6	Posman	1968	NYC-Social Service Dept.			34%	
7	Cohen	1966	LA Public Assistance Office			50%	
8a.	Maull, et al	1965	NY State Welfare Dept.			35%	
8b.	Maull, et al	1965	Westchester Welfare Dept.			46%	
9	Vinter	1957	Settlement House	20%			
10	Tissue	1970	California Merit System			40%	
11	Lowy	1968	Family Service Assn. of America	30%			
12	W. Jones	1965	Alameda County Welfare	30%			
13	Herman	1959	Jewish Community Centers	30%			
14	Lindenfeld	1959-60	Public Elementary Schools (Teachers)	13%			

EXHIBIT D-I (2)

1. William B. Tollen, "Study of Staff Losses in Child Welfare and Family Service Agencies," U.S. DHEW, 1960

2. Sarri, R.C.; Tropman, J.E.; Silberman, M.; Pawlak, E.J.; and Badal, 1970 Client Careers and Public Welfare Structures

3. Life Office Management Association, 1970 Home Office Employee Termination's Personnel Administration Report No. 47, New York: LOMA

4. S.M. Irzinski (1968), Factors Related To Counselor Turnover in a State Rehabilitation Agency, Unpublished doctoral dissertation, Pennsylvania State University

5. U.S. Department of Health, Education, and Welfare, Division of State Merit Systems, 1968 Analysis of Appointments, Separations, Promotions: Public Assistance Caseworkers and Employment Security Interviewers Washington; The Division

6. Posman, H. (circa 1968). Poverty & Social Welfare; Research in Public Assistance. (mimeo).

7. Cohen, J. (1966), A Descriptive Study of the Availability and Usability of Social Services in the South Central Area of Los Angeles. Los Angeles: University of Southern California, School of Social Welfare, Institute of Government and Public Affairs

8. Maull, B.; Burton, J.E.; Russell, H.C.; Warren, J.J.; and Yunich, D.T. (1965). Report of the New York State Citizens Committee on Welfare Costs. New York: The Committee

9. Vinter, R.D. (1957). "Report of the Personnel Turnover Study," The Round Table, National Federation of Settlements, 21, pp 1-5.

0. Tissue T. (1970). "Expected Turnover among Old-Age Assistance Workers." Welfare in Review, 8, pp 1-7.

1. Lowy, J. (1968). Characteristics of the Professional Staff of FSAA Member Agencies January 1, 1967 - Part 1 - General Summary and Ten-Year Trends. New York: Family Service Association of America.

2. Jones, W.L. (1965) "Social Work Staff Turnover in the Alameda County Welfare Department", Unpublished Master's Thesis, Golden State College, San Francisco, California

3. Herman, M. (1959). Occupational Mobility in Social Work: The Jewish Community Center Worker. New York: National Jewish Welfare Board.

14. Lindenfeld, Frank. _Teacher Turnover in Public Elementary and Secondary Schools, 1959-60._ U.S. Department of Health, Education, and Welfare, Office of Education.

which form important first impressions in the employee's mind. Other important factors, which if unfavorable, lead to a greater turnover, are:

- Job satisfaction
- Physical work environment
- Financial compensation
- Intrinsic aspects of the job
- Personal involvement
- Supervisory leadership style
- The work group

Leftkowitz defines four primary categories of terminations:

- Involuntary unavoidable
- Involuntary avoidable
- Voluntarily unavoidable
- Voluntary avoidable

Involuntary unavoidable includes layoffs, alcoholism, criminal activity, and drugs. Involuntary avoidable terminations are a result of such problems as poor job performance, or conflict with supervisors. The voluntary unavoidable category includes resignations due to military service, pregnancy, illness, family problems or marriage. The last category, voluntary avoidable, includes resignations from anxiety and job dissatisfaction and going to a higher paying job.

(2) Hilde Behrend, "Absence and Labor Turnover in a Changing Economic Climate", Occupational Psychology 1953.

Behrend attributes the level of employee turnover in industrial firms to:

- Changes in management policy (this applies to individual factories only)

- A change in the level of wages (important only if it gives a firm a differential advantage over other firms)
- A change in uncontrollable labor turnover (turnover due to retirement and death and in the case of women, also marriage and pregnancy)

Behrend also feels that there are also external factors which cause employee losses. For example, a change in the economic climate involving a higher unemployment rate and fewer working hours may have increased labor stability and led to a reduction in the level of absence and labor turnover. There appears to be an inverse relationship that exists between the level of employment and the level of labor turnover. Furthermore, a rise in local employment apparently leads to a reduction in the level of labor turnover in factories not hit by the trade recession. Supporting this theory is the fact that "other reasons" absences and "Blue Monday" absence rates show that the level of voluntary absenteeism is reduced in a period of less than full full employment. Therefore, there is also an inverse relationship between the level of employment and the level of absenteeism. She also contends that Regional differences in labor turnover are also found to correspond to regional differences in the level of employment.

In summary, the Behrend survey shows that labor turnover decreases appreciably in practically all factories when unemployment increases, irrespective of differences in the personnel policies of individual factories.

(3) W.W. Ronan, "A Study of and Some Concepts Concerning Labor Turnover", Occupational Psychology, 1967.

W.W. Ronan stresses the importance of pay and security to voluntary terminations for both long-term and short-term employee's quitting. This study was done for a manufacturing concern of 5,000 employees with those leaving voluntarily from 1960-64. Of ninety-one persons interviewed during this time, 75% voluntarily left the company. Their first reason was salary and the next was job security.

Early turnover was usually due to the work itself or to work conditions. Other problems were:

- Foreman interpretation of company policies
- Large work groups
- The foreman's rated ability of importance
- Dissatisfaction with duties or work conditions
- New employee isolation
- Supervisory consideration
- Work and autonomy
- How new employees are introduced to the job
- Recognition
- Ego involvement

To summarize the Ronan article, the four principle findings are that:

- Employees terminate for different reasons, dependent upon their length of job tenure

- Higher level employees leave for salary while lower level employees leave for job security

- Half of the persons terminating employment have more than one reasons for quitting

- Reasons for quitting are individual and depend upon a rational perception of the individual situation

(4) Frank Lindenfeld, "Teacher Turnover in Public Elementary Schools, 1959-60."

Lindenfeld found an inverse relationship between the size of the school district and the separation rate. The school district size is the one variable most closely related to the school district separation rates. For male teachers, there exists a definite relationship between the size of the school district and the rate of teacher separations. But for female teachers, school district size is related for turnover only in systems with fewer than 600 pupils.

According to Lindenfeld, there were twice as many women as men employed as teachers in schools, 1959-60, and accordingly twice as many women left their teaching positions. For the years 1959-60, 163,300 women and 78,900 men were hired. In that same academic year, 139,000 women and 54,200 men left their posts. The rate of separations was higher among women than men, but the rate of accessions (those who entered, re-entered, or transferred into a school district) was higher among the men.

The employment growth rates (accessions less separations) of this same year were 5.7% for men and 2.4% for women. Separation rates were higher for women than for men on both the elementary and secondary level, but were less marked on the elementary level.

(5) Edward Ruda and Lewis Albright, "Racial Differences on Selection Instruments Related to Subsequent Job Performance", Personnel Psychology, 1968

High scores on the weighted application blank were positively correlated with a tendency to remain on the job for both white and black racial groups. It was also found that high Wonderlic scores were associated with turnover for the white employees, while no relationship as such for blacks was found. Moreover, they found that blacks as a group tended to stay on the job longer than Whites.

3. EFFECTS OF EMPLOYEE LOSSES

(1) S.Z. Moss and M.S. Moss, "When a Caseworker Leaves an Agency: The Impact on Worker and Client", Social Casework, 1967

The retirement of a caseworker has a dual emotional impact. It affects the caseworker himself, as well as his clients.

For the caseworker, the termination may have both positive and negative implications. Many have reached the self-realization that they are now able to reach for a new employment experience. A departing worker has probably had to re-evaluate his own professional identity, his past experience, his present and future goals.

The worker may feel conflict in the timing of leaving his clients. Although the worker will go on with his basic role of helping, the time of his leaving may not be an ideal time for each individual client.

For the client, the reaction is highly dependent upon the attitude of the worker toward his termination. As the time of termination approaches, the client may fear his loss of dependency on the worker. Feelings of abandonment and hostility may develop. He may feel deserted and rejected. Not unusual is a reaction of resistance or denial. The client may minimize the worker's departure and underplay his own need for help. He may deny the termination by suggesting he continue with the worker in his new job. The client may also experience a sense of relief that a painful process is about to end and this may signify to him that he must now stand on his own. Conversely, the client may intensify his efforts to work on his problem in an effort to make the most of a limited experience.

The client may also feel that the caseworker is breaking the tacit contract he made when he took on the case. The impact is less on a new client relationship than a fully developed one. Other factors play a part in the client's reaction, including previous separation experiences with caseworkers. Children are sometimes especially sensitive to this.

Many clients feel anxious about their new caseworker. The idea of developing a new relationship, establishing the required trust, and retelling the same facts causes uncertainty.

(2) F. M. Disney," a Study of Turnover for the Housing Authority of Baltimore City," 1954

The cost of training a new person includes the non-productive time of the new worker and supervisor while the new person is learning his job. This cost may accrue over a lengthy period of time.

Twelve elements of turnover cost can be calculated by the personnel staff:

- Personnel staff worker's interviewing time
- Testing time
- Cost of physical examinations
- Travel time from the central office to a point
- Travel time to and from the doctor's office
- Orientation training costs
- Nonproductive training on-the-job of supervisors and new employees
- Recruitment and advertising costs
- Payroll unit processing costs
- Personnel staff processing costs
- New employee processing time costs

An added expense is the time lag between the time the employee leaves and a qualified replacement is found.

Disney also mentions hidden costs which are not always obvious to the personnel office. These are training done by co-workers; the supervisor's time in trying to dissuade the employee from leaving his job; the discussion time between the supervisor and the personnel staff before a new employee is brought in; and the non-productive period after the appearance of a new worker.

4. RECOMMENDATIONS FOR REDUCING EMPLOYEE LOSSES

F. M. Disney makes several useful recommendations for reducing employee losses. He found that the heaviest turnover occurred during the first year. One particular employer permitted a salary increase only once a year until the maximum grade was reached. Disney suggested that a raise after the first six months might be useful in combatting turnover, since one-third of the resignations within the first year were due to financial reasons.

A positive attitude is developed by the new employee if he can satisfactorily answer these questions:

- What sort of person is his supervisor?
- Are his co-workers friendly and cooperative?
- Are his working quarters clean and well arranged?
- Are his duties thoroughly explained?
- Does he know what his supervisor expects of him?
- What do other employees think of his company or agency?

To establish employee loyalty, a supervisor must greet the new employee warming, introducing him to both co-workers and surroundings. Disney learned from his exit interviews that most turnover is caused by poor supervisory practices.

TURNOVER RATES IN HEAD START PROGRAMS

Name of Organization	PY72	PY71	PY70	3-Year Average
Stratum A				
United Community Corporation, Newark, N.J.	305 7.87%	287 13.24%	278 9.71%	870 10.23%
Agency for Child Development, New York, N.Y.	870 18.97%	789 16.73%	694 11.67%	2353 16.06%
United Planning Organization, Washington, D.C.	100 22.00%	100 28.00%	110 16.36%	310 21.94%
Mary Holmes Community Education, Jackson, Miss.	1178 5.26%	1205 5.31%	1257 4.30%	3640 4.95%
Chicago Committee on Urban Opportunity, Chicago, Ill.	701 21.54%	684 18.86%	600 19.33%	1985 19.95%
Greater Los Angeles Community Action (GLACA), Los Angeles, Calif.	1142 13.75%	1109 14.79%	1130 13.98%	3381 14.17%
Seattle-King County, Seattle, Wash.	187 17.65%	155 22.58%	156 24.36%	498 21.29%
Stratum B				
York County Community Action, Alfred, Me.	64 10.94%	65 13.85%	65 24.62%	194 16.49%
Alabama Council, Auburn, Ala.	149 12.08%	144 3.47%	142 2.82%	435 6.21%
Montgomery Community, Montgomery, Ala.	238 3.36%	238 0	238 0	714 1.12%
Coahoma Opportunity, Clarksdale, Miss.	173 5.20%	171 3.51%	174 5.17%	518 4.63%
Mississippi Industrial College, Holly Springs, Miss.	222 0.90%	222 0	222 0	666 0.30%
Community Service Association, Jackson, Miss.	174 0.57%	174 2.87%	193 0	541 1.11%
Institute of Community Services, Holly Springs, Miss.	150 5.33%	157 8.92%	167 5.39%	474 6.54%
Mid-Delta Education Association, Greenville, Miss.	196 6.63%	196 6.63%	196 5.61%	588 6.29%
Tri-County Community, Laurinburg, N.C.	128 2.34%	128 0.78%	128 1.56%	384 1.56%
CAAP of Greater Indianapolis, Indianapolis, Ind.	148 5.41%	148 6.76%	148 0	444 4.05%
Community Relations Social Development Milwaukee, Wisc.	169 13.02%	153 13.73%	109 8.26%	431 12.06%
Tri-Parish Progress, Crowley, La.	197 8.12%	202 1.98%	199 1.01%	598 3.68%
Economic Opportunity Foundation, Kansas City, Kansas	99 11.11%	87 11.49%	77 3.90%	263 9.13%

APPENDIX E (2)

TURNOVER RATES IN HEAD START PROGRAMS (Cont.)

Name of Organization	PY72	PY71	PY70	3-Year Average
Stratum B (Cont.)				
Delta Area Economic Opportunity Corporation, Portageville, Mo.	333 6.61%	319 10.34%	297 13.80%	949 10.12%
Denver Head Start, Denver, Colo.	249 20.48%	252 23.81%	253 21.74%	754 22.02%
Orange County Community Action Council, Santa Ana, Calif.	51 17.65%	49 16.33%	41 12.20%	141 15.60%
Economic Opportunity Board, Riverside, Calif.	57 17.54%	55 23.64%	55 16.36%	167 19.16%
San Bernardino County Board of Supervisors, San Bernardino, Calif.	80 6.25%	79 3.80%	79 6.33%	238 5.46%
Stratum C				
Worcester Community Action Corporation, Worcester, Mass.	94 11.70%	90 22.22%	85 14.12%	269 15.99%
Atlantic Human Resources, Atlantic City, N.J.	104 11.54%	96 8.33%	94 7.45%	294 9.13%
Montgomery County Department of Community Development Rockville, Md.	81 6.17	78 10.26%	73 10.96%	232 9.05%
Shore Up, Inc., Salisbury, Md.	52 25.00%	49 34.69%	48 12.50%	149 24.16%
Lowndes County Board of Education, Haynesville, Ala.	31 3.23%	31 6.45%	28 3.57%	90 4.44%
West Lake Cumberland, Columbia, Ky.	44 0	47 0	41 0	132 0
Lift, Inc., Tupelo, Miss.	82 21.95%	69 0	0 0	151 11.92%
Economic Improvement Council, Edenton, N.C.	53 3.77%	21 9.52%	21 4.76%	95 5.26%
Experiment in Self-Reliance, Winston-Salem, N.C.	71 26.76%	75 16.00%	59 3.39%	205 16.10%
Support Council on Preventive Effort (SCOPE), Dayton, Ohio	158 18.35%	158 14.56%	116 6.03%	432 13.66%
East Missouri Community Action, Flat River, Mo.	95 12.63%	95 8.42%	92 8.70%	282 9.93%
Missouri Ozarks Economic Opportunity Corp., Richland, Mo.	52 9.62%	54 7.41%	54 14.81%	160 10.63%
Portland Metropolitan Steering Company, Portland, Ore.	52 23.08%	57 7.02%	61 34.43%	170 21.76%
Metropolitan Development Council, Tacoma, Wash.	57 17.54%	58 10.34%	57 19.30%	172 15.70%

APPENDIX E (3)

TURNOVER RATES IN HEAD START PROGRAMS (Cont.)

Name of Organization	PY72	PY71	PY70	3-Year Average
Stratum D				
York County Community Action, Alfred, Me.	23 13.04%	28 14.29%	25 8.00%	76 11.84%
Greater Lawrence Community Action Corp., Lawrence, Mass.	27 7.41%	27 11.11%	19 26.32%	73 13.70%
Cranston Community Action, Cranston, R.I.	7 0	7 42.86%	7 42.86%	21 28.57%
Sussex County Community Action Agency, Inc., Georgetown, Del.	57 38.6%	51 21.57%	38 5.26%	146 23.97%
Scott County Rural Area Development, Gate City, Va.	11 18.18%	11 18.18%	9 22.22%	31 19.35%
Community Improvement Council, Danville, Va.	20 35.00%	20 45.00%	20 15.00%	60 31.67%
Mercer County Economic Opportunity Corp., Bluefield, W. Va.	25 12.00%	24 12.50%	27 18.52%	76 14.47%
Upper Ocmulgee Economic Opportunity Council, Jackson, Ga.	13 15.38%	13 30.77%	11 0	37 16.22%
Anderson County CAC, Clinton, Tenn.	8 25.00%	8 37.50%	8 0	24 20.83%
I Care, Inc., Statesville, N.C.	8 0	8 0	8 0	24 0
Garrett-Keyser-Butler School District, Garrett, Ind.	3 0	3 0	3 0	9 0
Muskegon Oceana CAAP, Muskegon, Mich.	29 10.34%	20 15.00%	27 44.44%	76 23.68%
KNO-HO-CO Tri County Community Action Commission, Warsaw, Ohio	25 0	29 17.24%	14 7.14%	68 8.82%
Delta Community Action Foundation, Duncan, Okla.	18 50.00%	18 33.33%	18 50.00%	54 44.44%
Kountze Independent School District, Kountze, Tex.	4 50.00%	3 33.33%	0 0	7 42.86%
Thompson School District, Loveland, Colo.	9 33.33%	9 33.33%	9 22.22%	27 29.63%
Clackamus County Head Start, Oregon City, Ore.	20 35.00%	19 0	17 0	56 12.50%

APPENDIX E (4)

PROMOTION RATES IN HEAD START PROGRAMS

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Seattle-King County, Seattle, Wash.	187 5.35%	155 7.74%	156 6.41%	498 6.43%
Stratum B				
York County Community Action, Alfred, Me.	64 3.13%	65 7.69%	65 15.38%	194 8.76%
Alabama Council, Auburn, Ala.	149 16.78%	144 3.47%	142 15.49%	435 11.95%
Montgomery Community, Montgomery, Ala.	238 7.14%	238 0	238 0	714 2.38%
Coahoma Opportunity, Clarksdale, Miss.	173 0.58%	171 0	174 0	518 0.19%
Mississippi Industrial College, Holly Springs, Miss.	222 3.15%	222 0	222 0	666 1.05%
Community Service Association, Jackson, Miss.	174 0	174 0	193 0	541 0
Institute of Community Services, Holly Springs, Miss.	150 14.00%	157 10.19%	167 8.38%	474 10.76%
Mid-Delta Education Association, Greenville, Miss.	196 7.65%	196 3.06%	196 2.55%	588 4.42%
Tri-County Community, Laurinburg, N.C.	128 1.56%	128 0.78%	128 5.47%	384 2.60%
CAAP of Greater Indianapolis, Indianapolis, Ind.	148 14.86%	148 5.41%	148 0.68%	444 6.98%
Community Relations Social Development, Milwaukee, Wisc.	169 11.83%	153 9.80%	109 0.92%	431 8.35%
Tri-Parish Progress, Crowley, La.	197 5.08%	202 5.45%	199 0	598 3.51%
Economic Opportunity Foundation, Kansas City, Kansas	99 0	87 5.75%	77 1.30%	263 2.28%

PROMOTION RATES IN HEAD START PROGRAMS (Cont.)

Name of Organization	PY72	PY71	PY70	3-Year Average
Stratum B (Cont.)				
Delta Area Economic Opportunity Corporation, Portageville, Mo.	333 9.01%	319 13.79%	297 17.85%	949 13.38%
Denver Head Start, Denver, Colo.	249 2.01%	252 4.37%	253 8.70%	754 5.04%
Orange County Community Action Council, Santa Ana, Calif.	51 29.41%	49 26.53%	41 17.07%	141 24.82%
Economic Opportunity Board, Riverside, Calif.	57 8.77%	55 10.91%	55 10.91%	167 10.18%
San Bernardino County Board of Supervisors, San Bernardino, Calif.	80 17.50%	79 6.33%	79 3.80%	238 9.24%
Stratum C				
Worcester Community Action Corporation, Worcester, Mass.	94 19.15%	90 14.44%	85 9.41%	269 14.50%
Atlantic Human Resources, Atlantic City, N.J.	104 5.77%	96 17.71%	94 9.57%	294 10.88%
Montgomery County Department of Community Development Rockville, Md.	81 4.94%	78 3.85%	73 1.37%	232 3.45%
Shore Up, Inc., Salisbury, Md.	52 25.00%	49 12.24%	48 0	149 12.75%
Lowndes County Board of Education, Haynesville, Ala.	31 0	31 6.45%	28 0	90 2.22%
West Lake Cumberland, Columbia, Ky.	44 11.36%	47 25.53%	41 14.63%	132 17.42%
Lift, Inc., Tupelo, Miss.	82 6.10%	69 0	0 0	151 3.31%
Economic Improvement Council, Edenton, N.C.	53 0	21 4.76%	21 14.29%	95 4.21%
Experiment in Self-Reliance, Winston-Salem, N.C.	71 9.86%	75 21.33%	59 6.78%	205 13.17%
Support Council on Preventive Effort (SCOPE), Dayton, Ohio	158 16.46%	158 7.59%	116 9.48%	432 11.34%
East Missouri Community Action, Flat River, Mo.	95 12.63%	95 7.37%	92 6.52%	282 8.87%
Missouri Ozarks Economic Opportunity Corp., Richland, Mo.	52 0	54 0	54 0	160 0
Portland Metropolitan Steering Company, Portland, Ore.	52 9.62%	57 10.53%	61 11.[illegible]%	170 10.59%
Metropolitan Development Council, Tacoma, Wash.	57 15.79%	58 1.72%	57 5.26%	172 7.56%

PROMOTION RATES IN HEAD START PROGRAMS (Cont.)

Name of Organization	PY72	PY71	PY70	3-Year Average
Stratum D				
York County Community Action,	23	28	25	76
Alfred, Me.	0	7.14%	0	2.63%
Greater Lawrence Community Action Corp.,	27	27	19	73
Lawrence, Mass.	22.22%	0	0	8.22%
Cranston Community Action,	7	7	7	21
Cranston, R.I.	0	0	0	0
Sussex County Community Action Agency, Inc.,	57	51	38	146
Georgetown, Del.	24.56%	9.80%	0	13.01%
Scott County Rural Area Development,	11	11	9	31
Gate City, Va.	9.09%	9.09%	0	6.45%
Community Improvement Council,	20	20	20	60
Danville, Va.	5.00%	5.00%	0	3.33%
Mercer County Economic Opportunity Corp.,	25	24	27	76
Bluefield, W. Va.	0	8.33%	0	2.63%
Upper Ocmulgee Economic Opportunity Council,	13	13	11	37
Jackson, Ga.	0	15.38%	0	5.41%
Anderson County CAC,	8	8	8	24
Clinton, Tenn.	0	0	0	0
I Care, Inc.,	8	8	8	24
Statesville, N. C.	0	0	0	0
Garrett-Keyser-Butler School District,	3	3	3	9
Garrett, Ind.	0	0	0	0
Muskegon Oceana CAAP,	29	20	27	76
Muskegon, Mich.	0	0	0	0
KNO-HO-CO Tri County Community Action	25	29	14	68
Commission,	0	10.34%	7.14%	5.88%
Warsaw, Ohio				
Delta Community Action Foundation,	18	18	18	54
Duncan, Okla.	0	0	0	0
Kountze Independent School District,	4	3	0	7
Kountze, Tex.	0	0	0	0
Thompson School District,	9	9	9	27
Loveland, Colo.	11.11%	0	0	3.70%
Clackamus County Head Start,	20	19	17	56
Oregon City, Ore.	0	0	0	0

APPENDIX E (7)

TURNOVER RATES IN HEAD START ORGANIZATIONS

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
United Community Corporation,	D	3	3	3	9
Newark, N.J.	%	33.3%	0%	0%	11.1%
Newark Pre-School Council,	D	283	280	271	834
Newark, N.J.	%	8.1%	13.5%	9.9%	10.5%
The Hilary School,	D	4	4	4	12
Newark, N.J.	%	0%	0%	0%	0%
The Leaguers,	D	15	0	0	15
Newark, N.J.,	%	0%	0%	0%	0%
Agency for Child Development,	D	72	74	18	164
New York, N.Y.	%	6.9%	6.7%	16.6%	7.9%
ABC Montessori,	D	12	12	12	36
New York, N.Y.	%	8.3%	8.3%	41.6%	19.4%
Addie Mae Collins,	D	27	27	27	81
New York, N.Y.	%	14.8%	14.8%	14.8%	14.8%
Archdiocese of New York,	D	23	23	23	69
New York, N.Y.	%	21.7%	8.7%	0%	10.1%
Bank Street College,	D	15	18	22	55
New York, N.Y.	%	40%	50%	0%	27.3%
Bedford Stuyvesant Youth Action	D	82	75	82	239
New York, N.Y.	%	24.4%	14.6%	17.1%	18.8%
Bloomingdale Family Program,	D	16	16	16	48
New York, N.Y.	%	12.5%	18.8%	25%	18.8%
Breukelen Recreation Room,	D	16	16	16	48
New York, N.Y.	%	37.5%	0%	31.2%	22.9%
Brownsville Comm. Council,	D	62	71	69	202
New York, N.Y.	%	21%	25.4%	13%	19.8%
Bushwick Comm. Corp.,	D	25	28	N/A	53
New York, N.Y.	%	28.0%	57.1%	N/A	43.4%
Cardinal Spellman Center,	D	14	13	13	40
New York, N.Y.	%	7.1%	23.1%	23.1%	17.5%

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Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
Community Parents, Inc.,	D	13	13	13	39
New York, N.Y.	%	0%	30.7%	0%	10.3%
DeWitt Reformed Church,	D	12	12	13	37
New York, N.Y.	%	25%	16.7%	23.1%	21.6%
East Side House Settlement,	D	12	12	12	36
New York, N.Y.	%	0%	0%	8.3%	2.8%
Community Life Center,	D	56	57	57	170
New York, N.Y.	%	19.6%	7.0%	3.5%	10.0%
Escuela Hispana Montessori,	D	32	32	32	96
New York, N.Y.	%	9.4%	18.8%	0%	9.4%
West Harlem Comm. Organ.,	D	12	11	9	32
New York, N.Y.	%	33.3%	18.2%	22.2%	25.0%
C.H.I.L.D. Inc.,	D	82	0	0	82
New York, N.Y.	%	24.4%	0%	0%	24.4%
Hudson Guild,	D	15	15	15	45
New York, N.Y.	%	13.3%	6.7%	13.3%	11.1%
Hunts Point Coordinating Council,	D	11	11	11	33
New York, N.Y.	%	18.2%	18.2%	18.2%	18.2%
Job Opportunity & Training Ctr.,	D	13	13	12	38
New York, N.Y.	%	15.4%	0%	33.3%	15.8%
McDonough Street Comm. Ctr.,	D	30	22	19	71
New York, N.Y.	%	6.7%	9.1%	10.5%	8.5%
Manhattanville Pre-School	D	15	15	15	45
New York, N.Y.	%	40.0%	0%	0%	13.3%
M.E.N.D.,	D	13	13	13	39
New York, N.Y.	%	7.7%	46.2%	46.2%	33.3%
Morningside Comm. Center,	D	12	12	14	38
New York, N.Y.	%	33.3%	41.7%	7.1%	26.3%
North Presbyterian Church,	D	14	13	13	40
New York, N.Y.	%	21.4%	7.7%	15.4%	15%
Quick Start, Inc.,	D	14	14	11	39
New York, N.Y.	%	57.1%	7.1%	0%	23.1%
Sea and Land Presbyterian Ch.	D	15	15	14	44
New York, N.Y.	%	20%	6.7%	7.1%	11.4%

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
Sharon Baptist Church,	D	13	14	14	41
New York, N.Y.	%	0%	7.1%	0%	2.4%
South Bronx Head Start,	D	12	12	N/A	24
New York, N.Y.	%	41.7%	58.3%	N/A	50.0%
S. Brooklyn Community Corp.,	D	12	12	12	36
New York, N.Y.	%	58.3%	16.7%	16.7%	30.6%
S. Jamaica Ctr. Parents/Child,	D	18	18	18	54
New York, N.Y.	%	11.1%	16.7%	0%	9.3%
St. Alban's Comm. Ctr., Inc.,	D	12	12	12	36
New York, N.Y.	%	8.3%	0%	0%	2.8%
Torah Umesorah Society,	D	41	41	40	122
New York, N.Y.	%	9.7%	7.3%	5%	7.4%
Trabajamos,	D	13	13	13	39
New York, N.Y.	%	7.7%	30.7%	15.4%	17.9%
United Families,	D	14	14	14	42
New York, N.Y.	%	7.1%	21.4%	0%	9.5%
United Planning Organization,	D	6	6	9	21
Washington, D.C.	%	0%	16.7%	33.3%	19.0%
Higher Horizons Day Care,	D	9	9	12	30
Bailey's Crossroads, Va.	%	33.3%	11.1%	0%	13.3%
National Capital Area Head Start,	D	85	85	89	259
Washington, D.C.	%	22.3%	30.5%	16.8%	23.2%
St. Alban's Nursery,	D	5	5	7	17
Miami, Fla.	%	0%	0%	57.1%	23.5%
Mary Holmes,	D	221	221	233	675
Madison County,	%	1.8%	.9%	1.3%	1.3%
Mary Holmes,	D	71	81	89	241
Rankin County,	%	0%	0%	0%	0%
Mary Holmes,	D	57	57	57	171
Newton, County,	%	15.8%	0%	0%	5.3%
Mary Holmes,	D	84	84	86	254
Copiah County,	%	4.8%	14.3%	1.2%	6.7%
Mary Holmes,	D	75	75	75	225
Kemper County,	%	1.3%	6.7%	8.0%	5.3%

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Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
Mary Holmes, Leake County,	D	70	70	80	220
	%	1.4%	0%	8.7%	3.6%
Mary Holmes, Stone County,	D	43	41	41	125
	%	2.3%	0%	0%	.8%
Mary Holmes, Grantee Office	D	28	21	22	71
	%	17.8%	33.3%	45.5%	31.0%
Mary Holmes, Jasper-Smith Counties,	D	151	151	151	453
	%	6.6%	.6%	7.3%	4.9%
Mary Holmes, Loundes County,	D	131	149	157	437
	%	3.8%	4.0%	1.3%	2.9%
Mary Holmes, Jones County,	D	116	116	116	348
	%	0%	0%	0%	0%
Mary Holmes, Washington County,	D	131	139	150	420
	%	16.8%	22.3%	9.3%	15.9%
Archdiocese of Chicago, Chicago, Ill.	D	142	156	101	399
	%	14.1%	5.8%	13.9%	10.8%
Board of Education, Chicago, Ill.	D	269	231	216	716
	%	9.3%	20.3%	21.3%	16.5%
Chicago Boy's Club, Chicago, Ill.	D	19	19	19	57
	%	0%	5.3%	10.5%	5.3%
Chicago Fed. of Settlements, Chicago, Ill.	D	88	88	88	264
	%	21.6%	15.9%	19.3%	18.9%
Chicago Youth Centers-LEARN, Chicago, Ill.	D	78	85	110	273
	%	92.3%	52.9%	26.4%	53.5%
Episcopal Charities, Chicago, Ill.	D	23	23	23	69
	%	21.7%	17.4%	17.4%	18.8%
Greater St. John AME Church, Chicago, Ill.	D	9	9	10	28
	%	22.2%	22.2%	0%	14.3%
Lutheran Welfare Services Chicago, Ill.	D	40	40	8	88
	%	0%	0%	0%	0%
Marcy-Newberry Association, Chicago, Ill.	D	8	8	8	24
	%	62.5%	0%	0%	20.8%
St. Matthew Methodist Church, Chicago, Ill.	D	8	8	N/A	16
	%	12.5%	25.0%	N/A	18.7%

APPENDIX E '11)

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
STEA, Inc.,	D	7	7	7	21
Chicago, Ill.	%	0%	71.4%	57.1%	42.9%
YWCA of Metropolitan Chicago,	D	10	10	10	30
Chicago, Ill.	%	20%	0%	0%	6.7%
ABC Headstart, Inc.,	D	45	45	55	145
Los Angeles, Calif.	%	13.3%	8.9%	52.7%	26.9%
Child Care & Development Serv.	D	122	121	120	363
Los Angeles, Calif.	%	43.4%	38%	23.3%	35%
Comm. Youth Develop. Agency,	D	62	48	47	157
Los Angeles, Calif.	%	16.1%	2.1%	0%	7.0%
Delta Sigma Theta Head Start,	D	134	136	136	406
Los Angeles, Calif.	%	4.5%	5.2%	2.2%	3.9%
Fndn. for Early Childhood Ed.,	D	104	102	111	317
Los Angeles, Calif.	%	17.3%	23.5%	6.3%	15.5%
Frederick Douglass C.D. Ctr.	D	118	118	118	354
Los Angeles, Calif.	%	1.7%	0%	.8%	.8%
Kedran Cmty. Headstart Ctr.,	D	63	61	59	183
Los Angeles, Calif.	%	4.8%	6.6%	5.1%	5.5%
Latin American Civic Assoc.,	D	134	134	134	402
Los Angeles, Calif.	%	19.4%	16.4%	29.1%	21.6%
Los Angeles County School,	D	262	250	255	767
Los Angeles, Calif.	%	11.5%	19.6%	17.3%	16.0%
Parent Child Gdnce. Ctr.,	D	98	94	95	287
Los Angeles, Calif.	%	3.1%	7.5%	4.2%	4.9%
Seattle Public Schools,	D	46	46	46	138
Seattle, Wash.	%	32.6	34.8%	54.4%	40.6%
Intermediate School District #1,	D	78	71	72	221
Seattle, Wash.	%	3.9%	26.7%	18.1%	15.8%
Central Area Motiv'n. Pgm.,	D	31	38	38	107
Seattle, Wash.	%	32.3%	0%	0%	9.4%
Neighborhood House,	D	32	0	0	32
Seattle, Wash.	%	15.6%	0%	0%	15.6%

Name of Organization Stratum B		PY72	PY71	PY70	3-Yr. Av.
Project Head Start	D	64	65	65	194
Providence, R.I.	%	10.9%	13.9%	24.6%	16.5%
Alabama Council on Human Rel.,	D	149	144	142	435
Auburn, Ala.	%	12.1%	3.5%	2.8%	6.2%
Montgomery Co. C.A.A.,	D	238	238	238	714
Montgomery, Ala.	%	3.4%	0%	0%	1.1%
Coahoma Opportunity,	D	173	171	174	518
Clarksdale, Miss.	%	5.2%	3.5%	5.1%	4.6%
Mississippi Industrial College,	D	3	3	3	9
Holly Springs, Ala.	%	66.7%	0%	0%	22.2%
Delta Hills Educational Assoc.,	D	219	219	219	657
Sardis, Miss.	%	0%	0%	0%	0%
Community Service Assoc.,	D	174	174	193	541
Jackson, Miss.	%	.6%	2.9%	0%	1.1%
Inst. of Comm. Serv. Rust Coll.,	D	150	157	167	474
Holly Springs, Miss.	%	5.3%	8.9%	5.4%	6.5%
Mid-Delta Educ. Assoc.,	D	196	196	196	588
Greenville, Miss.	%	6.6%	6.6%	5.6%	6.3%
Tri-County Comm. Action,	D	128	128	128	384
Laurinburg, N.C.	%	2.3%	0.8%	1.6%	1.6%
Indianapolis PS Corp.,	D	148	148	148	444
Indianapolis, Ind.	%	5.4%	6.7%	0%	4.1%
Comm. Rel. Soc. Dev. Comm.,	D	5	4	4	13
Milwaukee, Wisc.	%	20%	25%	25%	23.1
Milwaukee Public Schools,	D	71	71	71	213
Milwaukee, Wisc.	%	1.4%	2.8%	8.5%	4.2%
Day Care Services for Children,	D	34	34	34	102
Milwaukee, Wisc.	%	26.5%	17.6%	5.9%	16.7%
Coalition Head Start,	D	59	44	0	103
Milwaukee, Wisc.	%	18.6%	27.3%	0%	22.3%
Tri-Parish Progress,	D	197	202	199	598
Crowley, La.	%	8.1%	1.9%	1.0%	3.7%
Economic Opportunity Fndn.,	D	88	87	77	252
Kansas City, Ks.	%	9.1%	11.5%	3.9%	8.3%

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Name of Organization Stratum B		PY72	PY71	PY70	3-Yr. Av.
Bonner Springs School Dist. #1,	D	11	N/A	N/A	11
Bonner Springs, Ks.	%	27.3%	N/A	N/A	27.3%
University of Missouri,	D	333	319	297	949
Portageville, Mo.	%	6.6%	10%	13.8%	10%
Denver Head Start,	D	9	11	12	32
Denver, Colo.	%	100.0%	90.9%	50.0%	78.1%
Denver Public Schools,	D	117	118	118	353
Denver, Colo.	%	15.4%	22.9%	28.8%	22.4%
Child Opportunity Program Inc.,	D	17	17	17	51
Denver, Colo.	%	5.9%	11.7%	5.9%	7.8%
United for Progress,	D	35	35	34	104
Denver, Colo.	%	14.3%	8.6%	2.9%	8.7%
Auraria Community Center,	D	17	17	18	52
Denver, Colo.	%	29.4%	52.9%	50.0%	44.2%
Children's Educational Fund,	D	54	54	54	162
Denver, Colo.	%	24.1%	16.7%	7.4%	16.1%
Council of Aff'd. Negro Org. Inc.	D	21	21	15	57
Santa Ana, Calif.	%	28.6%	9.5%	6.7%	15.8%
Buena Park Lulac,	D	7	7	7	21
Santa Ana, Calif.	%	14.3%	0%	28.6%	14.3%
Council for Better Educa., Inc.,	D	13	11	9	33
Santa Ana, Calif.	%	15.4%	18.2%	0%	12.1%
Comm. Ctr. Huntington Beach,	D	10	10	10	30
Santa Ana, Calif.	%	0%	40%	20%	20%
Alvord Unified School District,	D	10	10	10	30
Riverside, Calif.	%	0%	10.0%	0%	3.3%
San Jacinto School District,	D	19	19	19	57
Riverside, Calif.	%	15.8%	21.1%	5.3%	14%
Del Ray Day Care,	D	13	11	11	35
Thermal, Calif.	%	23.1%	36.4%	18.2%	25.7%
Corona Norco Head Start,	D	15	15	15	45
Corona, Calif.	%	26.7%	26.7%	40%	31.1%
San Bernardino School District,	D	31	32	32	95
San Bernardino, Calif.	%	0%	6.3%	6.3%	4.2%

Name of Organization		PY72	PY71	PY70	3-Yr. Av.
Stratum B					
Fantana Unified School District,	D	14	14	14	42
San Bernardino, Calif.	%	0%	0%	0%	0%
Rialto Unified School District,	D	7	5	5	17
San Bernardino, Calif.	%	0%	0%	0%	0%
Victorville School District,	D	15	15	15	45
San Bernardino, Calif.	%	26.7%	0%	0%	8.9%
Christ Church Head Start,	D	13	13	13	39
San Bernardino, Calif.	%	7.7%	7.7%	23.1%	12.8%
Stratum C					
Worcester School Dept.	D	94	90	85	269
Worcester, Mass.	%	11.7%	22.2%	14.1%	16%
Atlantic Human Resources,	D	104	96	94	294
Atlantic City, N.J.	%	11.5%	8.3%	7.5%	9.2%
Montgomery Co. Public Schools,	D	81	78	73	232
Rockville, Md.	%	6.2%	10.3%	11%	9.1%
Shore Up, Inc.,	D	52	49	48	149
Salisbury, Md.	%	25%	34.7%	12.5%	24.2%
Lowndes Co. Bd. of Educa.,	D	31	31	28	90
Haynesville, Ala.	%	3.2%	6.5%	3.6%	4.4%
West Lake Cumberland Dev. Cnl.	D	44	47	41	132
Columbia, Ky.	%	0%	0%	0%	0%
Lift, Inc.,	D	82	69	0	151
Tupelo, Miss.	%	22%	0%	0%	11.9%
Economic Improvement Council,	D	53	21	21	95
Edenton, N.C.	%	3.8%	9.5%	4.8%	5.3%
Family Services, Inc.,	D	71	75	59	205
Winston-Salem, N.C.	%	26.8%	16%	3.4%	16.1%
SCOPE,	D	158	158	116	432
Dayton, Ohio	%	18.5%	14.6%	6%	13.7%
E. Missouri Comm. Action,	D	95	95	92	282
Flat River, Mo.	%	12.6%	8.4%	8.7%	9.9%
Mo. Ozarks Econ. Oppor. Corp.,	D	52	54	54	160
Richland, Mo.	%	9.6%	7.4%	14.8%	10.6%

Name of Organization		PY72	PY71	PY70	3-Yr. Av.
Stratum C					
Portland Public Schools,	D	52	57	61	170
Portland, Ore.	%	23.1%	7%	34.4%	21.8%
Tacoma School District,	D	57	58	57	172
Tacoma, Wash.	%	17.5%	10.3%	19.3%	15.7%
Stratum D					
York Co. Comm. Action Corp.	D	23	28	25	76
Alfred, Me.	%	13.0%	14.3%	[illegible]0%	11.8%
Greater Lawrence C.A.C.,	D	27	27	19	73
Lawrence, Mass.	%	7.4%	11.1%	26.3%	13.7%
Cranston Community Action,	D	7	7	7	21
Cranston, R.I.	%	0%	42.9%	42.9%	28.6%
Sussex Co. C.A.A., Inc.,	D	57	51	38	146
Georgetown, Del.	%	38.6%	21.6%	5.3%	23.9%
Scott County School Board,	D	11	11	9	31
Gate City, Va.	%	18.2%	18.2%	22.2%	19.4%
Community Improvement Coun.,	D	20	20	20	60
Danville, Va.	%	35.0%	45.0%	15.0%	31.7%
Mercer Co. Econ.Oppor.Coun.,	D	25	24	27	76
Bluefield, W. Va.	%	12.0%	12.5%	18.5%	14.5%
Upper Ocmulgee EOC, Inc.,	D	13	13	11	37
Jackson, Ga.	%	15.4%	30.8%	0%	16.2%
Anderson Co. School District,	D	8	8	8	24
Clinton, Tenn.	%	25.0%	37.5%	0%	20.8%
I Care, Inc.,	D	6	6	6	18
Statesville, N.C.	%	0%	0%	0%	0%
Mooresville Public Schools,	D	2	2	2	6
Mooresville, N.C.	%	0%	0%	0%	0%
Garrett-Keyser-Butler School D.	D	3	3	3	9
Garrett, Ind.	%	0%	0%	0%	0%
Muskegon Oceana CAAP,	D	3	1	N/A	4
Muskegon, Mich.	%	0%	0%	N/A	0%
Muskegon Public Schools,	D	26	19	27	72
Muskegon, Mich.	%	11.5%	15.8%	44.4%	25.0%

Name of Organization Stratum D		PY72	PY71	PY70	3-Yr. Av.
Coshocton County Headstart,	D	10	10	N/A	20
Coshocton, Ohio	%	0%	0%	N/A	0%
Kakosing Day Care,	D	15	19	14	48
Mt. Vernon, Ohio	%	0%	26.3%	7.1%	12.5%
Delta Comm. Action Fndn.,	D	18	18	18	54
Duncan, Okla.	%	50.0%	33.3%	50.0%	44.4%
Kountze Ind. School District,	D	4	3	N/A	7
Kountze, Tex.	%	50.0%	33.3%	N/A	42.8%
Thompson School Dist. RIIJ,	D	9	9	9	27
Loveland, Colo.	%	33.3%	33.3%	22.2%	29.6%
Clackamus Co. Eco. Auth. Inc.,	D	20	19	17	56
Oregon City, Ore.	%	35.0%	0%	0%	12.5%

PROMOTION RATES IN HEAD START ORGANIZATIONS

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
United Community Corp., Newark, N.J.	D	3	3	3	9
	%	33.3%	0%	0%	11.1%
Newark Pre-School Council, Newark, N.J.	D	283	280	271	834
	%	4.9%	6.8%	9.9%	7.2%
The Hilary School Newark, N.J.	D	4	4	4	12
	%	0%	0%	0%	0%
The Leaguers, Newark, N.J.	D	15	0	0	15
	%	6.7%	0%	0%	6.7%
Agency for Child Development, New York, N.Y.	D	72	74	18	164
	%	1.3%	5.4%	0%	3.0%
ABC Montessori, New York, N.Y.	D	12	12	12	36
	%	0%	16.6%	8.3%	8.3%
Addie Mae Collins, New York, N.Y.	D	27	27	27	81
	%	3.7%	22.2%	0%	8.6%
Archdiocese of New York, New York, N.Y.	D	23	23	23	69
	%	8.7%	4.3%	0%	4.3%
Bank Street College, New York, N.Y.	D	15	18	22	55
	%	26.7%	11.1%	13.6%	16.4%
Bedford Stuyvesant Youth Action, New York, N.Y.	D	82	75	82	239
	%	15.8%	1.3%	7.3%	8.3%
Bloomingdale Family Program, New York, N.Y.	D	16	16	16	48
	%	12.5%	12.5%	31.3%	18.8%
Breukelen Recreation Room, New York, N.Y.	D	16	16	16	48
	%	0%	0%	12.5%	4.2%
Brownsville Comm. Council, New York, N.Y.	D	62	71	69	202
	%	8.1%	2.8%	2.9%	4.5%
Bushwick Comm. Corp., New York, N.Y.	D	25	28	N/A	53
	%	8.0%	7.1%	N/A	7.5%
Cardinal Spellman Center, New York, N.Y.	D	14	13	13	40
	%	0%	7.7%	0%	2.5%
Community Parents, Inc., New York, N.Y.	D	13	13	13	39
	%	0%	15.3%	15.3%	10.3%

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
DeWitt Reformed Church,	D	12	12	13	37
New York, N.Y.	%	33.3%	16.7%	23.1%	24.3%
East Side House Settlement,	D	12	12	12	36
New York, N.Y.	%	0%	0%	16.7%	5.6%
Community Life Center,	D	56	57	57	170
New York, N.Y.	%	1.8%	1.7%	1.8%	1.8%
Escuela Hispana Montessori,	D	32	32	32	96
New York, N.Y.	%	6.3%	3.1%	0%	3.1%
West Harlem Comm. Org.,	D	12	11	9	32
New York, N.Y.	%	16.7%	18.2%	11.1%	15.6%
C.H.I.L.D. Inc.,	D	82	0	0	82
New York, N.Y.	%	24.4%	0%	0%	24.4%
Hudson Guild,	D	15	15	15	45
New York, N.Y.	%	0%	0%	0%	0%
Hunts Point Coord. Council,	D	11	11	11	33
New York, N.Y.	%	9.1%	0%	0%	3%
Job Opportunity & Training Ctr.	D	13	13	12	38
New York, N.Y.	%	7.7%	0%	25.0%	10.5%
McDonough Street Comm. Ctr.,	D	30	22	19	71
New York, N.Y.	%	3.3%	4.6%	10.5%	5.6%
Manhattanville Pre-School	D	15	15	15	45
New York, N.Y.	%	0%	6.7%	20.0%	8.9%
M.E.N.D.,	D	13	13	13	39
New York, N.Y.	%	0%	0%	0%	0%
Morningside Comm. Center,	D	12	12	14	38
New York, N.Y.	%	8.3%	0%	7.1%	5.3%
North Presbyterian Church,	D	14	13	13	40
New York, N.Y.	%	7.1%	7.7%	7.7%	7.5%
Quick Start, Inc.,	D	14	14	11	39
New York, N.Y.	%	14.3%	0%	0%	5.1%
Sea and Land Presbyterian Ch.	D	15	15	14	44
New York, N.Y.	%	0%	6.7%	0%	2.3%
Sharon Baptist Church,	D	13	14	14	41
New York, N.Y.	%	0%	7.1%	0%	2.4%

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
South Bronx Head Start,	D	12	12	N/A	24
New York, N.Y.	%	8.3%	33.3%	N/A	20.8%
S.Brooklyn Comm. Corp.,	D	12	12	12	36
New York, N.Y.	%	0%	0%	8.3%	2.8%
S.Jamaica Ctr. Prnts/Chldn	D	18	18	18	54
New York, N.Y.	%	11.1%	27.8%	22.2%	20.4%
St. Alban's Comm. Ctr., Inc.,	D	12	12	12	36
New York, N.Y.	%	0%	0%	0%	0%
Torah Umesorah Society,	D	41	41	40	122
New York, N.Y.	%	17.1%	9.7%	17.5%	14.8%
Trabajamos,	D	13	13	13	39
New York, N.Y.	%	7.7%	15.4%	15.4%	12.8%
United Families,	D	14	14	14	42
New York, N.Y.	%	14.3%	0%	0%	4.7%
United Planning Organization,	D	6	6	9	21
Washington, D.C.	%	33.3%	33.3%	11.1%	23.8%
Higher Horizons Day Care,	D	9	9	12	30
Bailey's Crossroads, Va.	%	0%	0%	0%	0%
National Capital Area Headstart,	D	85	85	89	259
Washington, D.C.	%	12.9%	8.2%	8.9%	10.0%
St. Alban's Nursery,	D	5	5	7	17
Miami, Fla.	%	0%	20.0%	0%	5.8%
Mary Holmes,	D	221	221	233	675
Madison County,	%	4.0%	3.6%	3.4%	3.7%
Mary Holmes,	D	71	81	89	241
Rankin County,	%	18.3%	6.2%	2.2%	8.3%
Mary Holmes,	D	57	57	57	171
Newton County,	%	3.5%	0%	0%	1.2%
Mary Holmes,	D	84	84	86	254
Copiah County,	%	5.9%	13.1%	2.3%	7.1%
Mary Holmes,	D	75	75	75	225
Kemper County,	%	1.3%	0%	2.7%	1.3%
Mary Holmes,	D	70	70	80	220
Leake County,	%	1.4%	0%	0%	.5%

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
Mary Holmes,	D	43	41	41	125
Stone County,	%	11.6%	0%	0%	4.0%
Mary Holmes,	D	28	21	22	71
Grantee Office,	%	14.3%	23.8%	9.1%	15.5%
Mary Holmes,	D	151	151	151	453
Jasper-Smith Counties,	%	0%	1.3%	1.9%	1.1%
Mary Holmes,	D	131	149	157	437
Loundes County,	%	3.8%	5.4%	3.2%	4.1%
Mary Holmes,	D	116	116	116	348
Jones County,	%	1.7%	0%	0%	.6%
Mary Holmes,	D	131	139	150	420
Washington County,	%	17.6%	4.3%	0%	6.9%
Archdiocese of Chicago,	D	142	156	101	399
Chicago, Ill.	%	5.6%	9%	5%	6.8%
Board of Education,	D	269	231	216	716
Chicago, Ill.	%	.7%	4.7%	1.8%	2.4%
Chicago Boy's Club,	D	19	19	19	57
Chicago, Ill.	%	0%	0%	0%	0%
Chicago Fed. of Settlements,	D	88	88	88	264
Chicago, Ill.	%	5.7%	0%	0%	1.9%
Chicago Youth Ctr.-LEARN,	D	78	85	110	273
Chicago, Ill.	%	14.1%	10.6%	3.6%	8.8%
Episcopal Charities,	D	23	23	23	69
Chicago, Ill.	%	4.4%	4.4%	13.0%	7.2%
Greater St. John AME Church,	D	9	9	10	28
Chicago, Ill.	%	22.2%	22.2%	0%	14.3%
Lutheran Welfare Services,	D	40	40	8	88
Chicago, Ill.	%	2.5%	10.0%	12.5%	6.8%
Marcy-Newberry Association,	D	8	8	8	24
Chicago, Ill.	%	12.5%	12.5%	12.5%	12.5%
St. Matthew Methodist Church,	D	8	8	N/A	16
Chicago, Ill.	%	0	0	N/A	0
STEA, Inc.,	D	7	7	7	21
Chicago, Ill.	%	57.1%	57.1%	71.4%	61.9%

Name of Organization Stratum A		PY72	PY71	PY70	3-Yr. Av.
YWCA of Metropolitan Chicago,	D	10	10	10	30
Chicago, Ill.	%	30%	0%	0%	10%
ABC Headstart, Inc.,	D	45	45	55	145
Los Angeles, Calif.	%	8.9%	6.7%	9.1%	8.3%
Child Care & Dev. Serv.,	D	122	121	120	363
Los Angeles, Calif.	%	4.9%	4.1%	0%	3%
Comm. Youth Dev. Agency,	D	62	48	47	157
Los Angeles, Calif.	%	9.7%	12.5%	4.3%	8.9%
Delta Sigma Theta Head Start,	D	134	136	136	406
Los Angeles, Calif.	%	2.2%	5.1%	0%	2.5%
Fndn. for Early Childhood Educ.	D	104	102	111	317
Los Angeles, Calif.	%	1.9%	4.9%	1.8%	2.8%
Frederick Douglass C.D. Ctr.,	D	118	118	118	354
Los Angeles, Calif.	%	7.6%	5.9%	5.1%	6.2%
Kedran Cmty. Headstart Ctr.,	D	63	61	59	183
Los Angeles, Calif.	%	11.1%	9.8%	6.8%	9.3%
Latin American Civic Assoc.	D	134	134	134	402
Los Angeles, Calif.	%	10.5%	4.5%	15.7%	10.2%
Los Angeles County School,	D	262	250	255	767
Los Angeles, Calif.	%	8.4%	7.2%	3.5%	6.4%
Parent Child Gdnce. Ctr.,	D	98	94	95	287
Los Angeles, Calif.	%	9.2%	3.2%	5.3%	5.9%
Seattle Public Schools,	D	46	46	46	138
Seattle, Wash.	%	6.5%	15.2%	6.5%	9.4%
Intermediate School District #1,	D	78	71	72	221
Seattle, Wash.	%	5.1%	1.4%	2.8%	3.1%
Central Area Motiv'n. Pgm.,	D	31	38	38	107
Seattle, Wash.	%	6.5%	10.5%	13.2%	10.3%
Neighborhood House,	D	32	0	0	32
Seattle, Wash.	%	3.1%	0%	0%	3.1%
Stratum B					
Project Head Start,	D	64	65	65	194
Providence, R.I.	%	3.1%	7.7%	15.4%	8.8%

Name of Organization Stratum B		PY72	PY71	PY70	3-Yr. Av.
Alabama Council on Human Rel.,	D	149	144	142	435
Auburn, Ala.	%	16.3%	3.5%	15.5%	11.9%
Montgomery Co. C.A.A.,	D	238	238	238	714
Montgomery, Ala.	%	7.1%	0%	0%	2.4%
Coahoma Opportunity,	D	173	171	174	518
Clarksdale, Miss.	%	.5%	0%	0%	.2%
Mississippi Industrial College,	D	3	3	3	9
Holly Springs, Ala.	%	0%	0%	0%	0%
Delta Hills Educational Assoc.	D	219	219	219	657
Sardis, Miss.	%	3.2%	0%	0%	1.1%
Community Service Assoc.,	D	174	174	193	541
Jackson, Miss.	%	0%	0%	0%	0%
Inst. of Comm. Serv. Rust Coll.	D	150	157	167	474
Holly Springs, Miss.	%	14%	10.2%	8.4%	10.8%
Mid-Delta Educ. Assoc.,	D	196	196	196	588
Greenville, Miss.	%	7.6%	3.1%	2.6%	4.4%
Tri-County Comm. Action	D	128	128	128	384
Laurinburg, N.C.	%	1.6%	0.8%	5.5%	2.6%
Indianapolis PS Corp.	D	148	148	148	444
Indianapolis, Ind.	%	14.8%	5.4%	.7%	6.9%
Comm. Rel. Soc. Dev. Comm.,	D	5	4	4	13
Milwaukee, Wisc.	%	0%	0%	0%	0%
Milwaukee Public Schools,	D	71	71	71	213
Milwaukee, Wisc.	%	0%	1.4%	0%	.5%
Day Care Services for Children,	D	34	34	34	102
Milwaukee, Wisc.	%	38.2%	26.5%	2.9%	22.6%
Coalition Head Start,	D	59	44	0	103
Milwaukee, Wisc.	%	11.9%	11.4%	0%	11.7%
Tri-Parish Progress,	D	197	202	199	598
Crowley, La.	%	5.1%	5.5%	0%	3.5%
Economic Opportunity Fndn.,	D	88	87	77	252
Kansas City, Ks.	%	0%	5.8%	1.3%	2.4%
Bonner Springs School Dist. #1,	D	11	N/A	N/A	11
Bonner Springs, Ks.	%	0%	N/A	N/A	0%

APPENDIX E (23)

Name of Organization Stratum B		PY72	PY71	PY70	3-Yr. Av.
University of Missouri,	D	333	319	297	949
Portageville, Mo.	%	9%	13.8%	17.9%	13.4%
Denver Head Start,	D	9	11	12	32
Denver, Colo.	%	0%	0%	0%	0%
Denver Public Schools,	D	117	118	118	353
Denver, Colo.	%	.9%	4.3%	13.6%	6.3%
Child Opportunity Program Inc.,	D	17	17	17	51
Denver, Colo.	%	0%	29.4%	0%	9.8%
United for Progress,	D	35	35	34	104
Denver, Colo.	%	0%	0%	2.9%	1%
Auraria Community Center,	D	17	17	18	52
Denver, Colo.	%	17.7%	0%	16.7%	11.5%
Children's Education Fund	D	54	54	54	162
Denver, Colo.	%	1.8%	1.8%	3.7%	2.5%
Council of Aff'd. Negro Org. Inc.,	D	21	21	15	57
Santa Ana, Calif.	%	38.1%	19.1%	20.0%	26.3%
Buena Park Lulac,	D	7	7	7	21
Santa Ana, Calif.	%	0%	14.3%	0%	4.8%
Council for Better Educa., Inc.,	D	13	11	9	33
Santa Ana, Calif.	%	23.1%	9.1%	0%	12.1%
Comm. Ctr. Huntington Beach,	D	10	10	10	30
Santa Ana, Calif.	%	40%	70%	40%	50%
Alvord Unified School District,	D	10	10	10	30
Riverside, Calif.	%	0%	0%	0%	0%
San Jacinto School District,	D	19	19	19	57
Riverside, Calif.	%	5.3%	5.3%	10.5%	7%
Del Ray Day Care,	D	13	11	11	35
Thermal, Calif.	%	15.4%	27.3%	18.2%	20.0%
Corona Norco Head Start,	D	15	15	15	45
Corona, Calif.	%	13.3%	13.3%	13.3%	13.3%
San Bernardino School District,	D	31	32	32	95
San Bernardino, Calif.	%	3.3%	9.4%	0%	4.2%
Fontana Unified School District,	D	14	14	14	42
San Bernardino, Calif.	%	57.1%	0%	14.3%	23.8%

Name of Organization		PY72	PY71	PY70	3-Yr. Av.
Stratum B					
Rialto Unified School District, San Bernardino, Calif.	D	7	5	5	17
	%	14.3%	0%	0%	5.9%
Victorville School District, San Bernardino, Calif.	D	15	15	15	45
	%	20%	6.7%	6.7%	11.1%
Christ Church Head Start, San Bernardino, Calif.	D	13	13	13	39
	%	7.7%	7.7%	0%	5.1%
Stratum C					
Worcester School Dept. Worcester, Mass.	D	94	90	85	269
	%	19.2%	14.4%	9.4%	14.5%
Atlantic Human Resources, Atlantic City, N.J.	D	104	96	94	294
	%	5.8%	17.7%	9.6%	10.9%
Montgomery Co. Public Schools, Rockville, Md.	D	81	78	73	232
	%	4.9%	3.9%	1.4%	3.5%
Shore Up, Inc. Salisbury, Md.	D	52	49	48	149
	%	25%	12.2%	0%	12.8%
Lowndes Co. Bd. of Educ. Haynesville, Ala.	D	31	31	28	90
	%	0%	6.5%	0%	2.2%
West Lake Cumberland Dev. Cnl. Columbia, Ky.	D	44	47	41	132
	%	11.4%	25.5%	14.6%	17.4%
Lift, Inc., Tupelo, Miss.	D	82	69	0	151
	%	6.1%	0%	0%	3.3%
Economic Improvement Council, Edenton, N.C.	D	53	21	21	95
	%	0%	4.8%	14.3%	4.2%
Family Services, Inc., Winston-Salem, N.C.	D	71	75	59	205
	%	9.9%	21.3%	6.8%	13.2%
SCOPE Dayton, Ohio	D	158	158	116	432
	%	16.5%	7.6%	9.5%	11.3%
E. Missouri Comm. Action Flat River, Mo.	D	95	95	92	282
	%	12.6%	7.4%	6.5%	8.9%
Mo. Ozarks Econ. Oppor. Corp., Richland, Mo.	D	52	54	54	160
	%	0%	0%	0%	0%
Portland Public Schools, Portland, Ore.	D	52	57	61	170
	%	9.6%	10.5%	11.5%	10.6%

Name of Organization Stratum C		PY72	PY71	PY70	3-Yr. Av.
Tacoma School District,	D	57	58	57	172
Tacoma, Wash.	%	15.8%	1.7%	5.3%	7.6%
Stratum D					
York Co. Comm. Action Corp.	D	23	28	25	76
Alfred, Me.	%	0%	7.1%	0%	2.6%
Greater Lawrence C.A.C.,	D	27	27	19	73
Lawrence, Mass.	%	22.2%	0%	0%	8.2%
Cranston Community Action,	D	7	7	7	21
Cranston, R.I.	%	0%	0%	0%	0%
Sussex Co. C.A.A., Inc.	D	57	51	38	146
Georgetown, Del.	%	24.6%	9.8%	0%	13.0%
Scott County School Board,	D	11	11	9	31
Gate City, Va.	%	9.1%	9.1%	0%	6.5%
Community Improvement Coun.,	D	20	20	20	60
Danville, Va.	%	5.0%	5.0%	0%	3.3%
Mercer Co. Econ.Oppor. Coun.	D	25	24	27	76
Bluefield, W.Va.	%	0%	8.3%	0%	2.6%
Upper Ocmulgee EOC, Inc.	D	13	13	11	37
Jackson, Ga.	%	0%	15.4%	0%	5.4%
Anderson Co. School District,	D	8	8	8	24
Clinton, Tenn.	%	0%	0%	0%	0%
I Care, Inc.	D	6	6	6	18
Statesville, N.C.	%	0%	0%	0%	0%
Mooresville Public Schools,	D	2	2	2	6
Mooresville, N.C.	%	0%	0%	0%	0%
Garrett-Keyser-Butler S.Dist.	D	3	3	3	9
Garrett, Ind.	%	0%	0%	0%	0%
Muskegon Oceana CAAP,	D	3	1	N/A	4
Muskegon, Mich.	%	0%	0%	N/A	0%
Muskegon Public Schools,	D	26	19	27	72
Muskegon, Mich.	%	0%	0%	0%	0%
Coshocton County Headstart,	D	10	10	N/A	20
Coshocton, Ohio	%	0%	0%	N/A	0%

Name of Organization Stratum D		PY72	PY71	PY70	3-Yr. Av.
Kakosing Day Care,	D	15	19	14	48
Mt. Vernon, Ohio	%	0%	15.8%	7.1%	8.3%
Delta Comm. Action Fndn.,	D	18	18	18	54
Duncan, Okla.	%	0%	0%	0%	0%
Kountze Ind. School District,	D	4	3	N/A	7
Kountze, Tex.	%	0%	0%	N/A	0%
Thompson School Dist. RIIJ,	D	9	9	9	27
Loveland, Colo.	%	11.1%	0%	0%	3.7%
	D	20	19	17	56
	%	0%	0%	0%	0%

PROGRAMS SHOWING STATISTICALLY SIGNIFICANT TURNOVER TRENDS

INCREASING

STRATUM A

Agency for Child Development, New York, N.Y.

STRATUM B

Alabama Council on Human Relations, Auburn, Ala.
CAAP of Greater Indianapolis, Indianapolis, Ind.
Community Relation Social Development Commission, Milwaukee, Wisc.
Tri-Parish Progress, Crowley, La.
Economic Opportunity Foundation, Kansas City, Ks.
Orange County Community Action Council, Santa Ana, Calif.

STRATUM C

Life, Inc., Tupelo, Miss.
Experiment in Self-Reliance, Winston-Salem, N.C.

STRATUM D

Sussex County Community Action Agency, Inc., Georgetown, Del.
Anderson Community Action Council, Clinton, Tenn.
Kountze Independent School District, Kountze, Tex.
Clackamus County Economic Authority, Oregon City, Ore.

DECREASING

STRATUM A

Seattle King County Economic Opportunity Board, Seattle, Wash.

STRATUM B

Progress for Providence, Providence, R.I.
Delta Area Economic Opportunity Corporation, Portageville, Mo.

STRATUM C

None

STRATUM D

Cranston Community Action, Cranston, R.I.
Muskegon Oceana, CAAP, Muskegon, Mich.

PROGRAMS SHOWING STATISTICALLY SIGNIFICANT PROMOTION TRENDS

INCREASING

STRATUM A

United Planning Organization, Washington, D.C.
Dade County Community Action Agency, Miami, Fla.
Greater Los Angeles Community Action, Los Angeles, Calif.

STRATUM B

Montgomery County Community Action Agency, Montgomery, Ala.
CAAP of Greater Indianapolis, Indianapolis, Ind.
Community Relation Social Development Commission, Milwaukee, Wisc.
Orange County Community Action Council, Santa Ana, Calif.
San Bernardino County Board of Supervisors, San Bernardino, Calif.

STRATUM C

Shore Up, Inc., Salisbury, Md.
Metropolitan Development Council, Tacoma, Wash.

STRATUM D

Greater Lawrence Community Action Corporation, Lawrence, Mass.
Sussex County Community Action Agency, Inc., Georgetown, Del.
Scott County Rural Area Development, Gate City, Va.
Thompson School District, Loveland, Colo.

DECREASING

STRATUM A

United Community Corporation, Newark, N.J.

STRATUM B

Progress for Providence, Providence, R.I.
Delta Area Economic Opportunity Corporation, Portageville, Mo.
Denver Head Start, Denver, Colo.

STRATUM C

Economic Improvement Council, Edenton, N.C.

STRATUM D

None